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Corporate Services
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Interim Evaluation of the DIAND Youth Strategy

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Executive Summary

In 1996-1997, DIAND became a partner in the federal government's national Youth Employment Strategy and received $10 million. The strategy has been renewed for 1997-1998 and 1998-1999 with two additional programs and funding of $25 million per year. This interim evaluation focuses on the initial year of implementation examining the effectiveness of the strategy and its short-term impacts.

Purpose of the Evaluation and Approach

DIAND has undertaken to submit to Treasury Board an interim evaluation of the strategy. The purpose of this evaluation is to examine the delivery of the strategy's programs, the effectiveness of the initial implementation, and short-term impacts. The evaluation is formative, with a central focus on lessons learned and potential improvements. A supplementary product of the report is an evaluation framework which sets out an accountability and performance framework to help DIAND, First Nations and Inuit assess long-term impacts.

In the spring of 1997, we conducted just under 100 telephone interviews with First Nations stakeholders and visited three communities (part of which included 3 focus groups with youth). We also visited DIAND headquarters and three regional offices (Manitoba, Saskatchewan and Quebec) to conduct interviews and to review file data. The team also interviewed DIAND regional youth coordinators.

Findings

Status of Program Implementation

In spite of the short time between the strategy's announcement and the end of the school year, First Nations successfully implemented the Summer Student Career Placement and Science and Technology Camps programs. First Nations schools began to develop their Cooperative Education Program in the fall of 1996, once school started. Just under half the First Nations schools we interviewed indicated that their programs began in September 1996 or January 1997. A third of the schools reported expanding an existing program while the remainder were in the planning stages.

Overall Effectiveness of the Strategy's Implementation

Strategy implementation varied across the regions, but 3 approaches emerged:

1 - DIAND administration of programs;
2 - First Nations and Inuit organizations administration of programs; and
3 - DIAND and First Nations and Inuit administration of programs.

Regions such as Manitoba and the Yukon are directly involved in reviewing proposals, allocating funding, and monitoring program reporting. In Saskatchewan and Quebec, First Nations organizations manage the strategy on behalf of communities. The remaining regions pursued a combination of the two approaches. First Nations and Inuit administration of the strategy was found to be the most effective for reasons such as expertise in youth programming and use of existing infrastructure to distribute and share information. A review of program reporting data found that regional First Nations organizations also spent less time on managing the strategy and distribute a higher percentage of funds directly to students. They also have a higher rate of reporting.

First Nations and Inuit at the local level are continually pursuing partnerships with government departments and the private sector. Overall, First Nations and Inuit, especially northern and isolated communities, rely on existing on-reserve organizations to provide youth with opportunities. First Nations and Inuit also contribute a substantial amount of additional funds to the strategy.

While respondents believe that the strategy has met its objectives, under-reporting does not allow the department to accurately reflect these successes. For example, in regions such as British Columbia and the Yukon, First Nation submissions were less than half complete. In some cases, reporting is also inconsistent and incomplete.

Reported Short-Term Impacts

Most respondents believe the strategy has had positive impacts. To date:

- 3,800 students participated in summer student programs;
- 2,000 students took part in science camps; and
- 900 students participated in cooperative education.

Students were placed in a range of sectors, such as health, education, construction, retail and economic development. Students acquired basic job skills (computers, administration, sales, communication) that they can use in all fields. In focus groups, youth also stated that they acquired preparation skills (interviewing, writing cover letters and developing resumes) that will prepare them to compete for future jobs.

- Elementary and high school students were exposed to science and technology camps ranging from experiences in traditional medicines to university computer labs.

- Students reported that the strategy's programs had a positive personal influence. They reported an increase in self-esteem, improved knowledge of the job market, an enhanced interest in their studies, and a desire to stay in school.

Identifying Indicators to Measure Long-Term Impacts

Since the evaluation focussed on the initial year of implementation, it is too early to measure long-term impacts. However, the evaluation did assess what information is currently being collected and how it can be used to measure long-term results and ongoing performance monitoring. At present, program evaluation forms are used to collect data on placements and participants, while First Nations and Inuit informally collect data on program activities.

A supplementary product of the study is an evaluation framework which sets out an accountability and performance regime to help DIAND and First Nations and Inuit assess long-term impacts. The framework identifies many indicators for decision-making and evaluation purposes.

Lesson Learned and Suggested Improvements

Based upon the experiences of First Nation, Inuit and departmental officials, the evaluation identifies a number of lessons learned in terms of implementation, communication, effectiveness, partnerships and community support, and reporting. Suggested improvements identified by First Nation and Inuit participants for their own program implementation include selective matching of students and employers, obtaining community support, integrating the strategy's programs into the communities' economic development plans, including Elders in the process, developing orientation sessions for local coordinators, and having dedicated coordinators for cooperative education programs.

Recommendations

Overall the initial implementation of the strategy was viewed to be very successful. First Nation and Inuit implementing organizations noted concerns over the level of resources being devoted to the administration of the strategy's programs. The recommendations of the evaluation are:

- it is recommended that increased activities and resources be devoted to capacity building among First Nations and Inuit and related organizations to support them in implementing the strategy.

- it is recommended that all DIAND regional offices continue their efforts to encourage First Nations and Inuit regional organizations to adopt the management of the strategy. To assist this, the department may need to consider providing a financial support to First Nation organizations to administer the strategy, as has been done in the Quebec Region.

- DIAND regional offices should ensure that annual First Nations and Inuit audit reports are tracking Youth Strategy expenditures.

- it is recommended that the timeliness and level of submissions of program evaluation forms be improved.

- the evaluation forms should be enhanced to include information on the type and number of employers participating in the strategy, the types of skills/positions undertaken, and the sources of additional funds contributed to the programs.

- the department should work with First Nations and Inuit and other departments involved in Aboriginal youth programming to promote consistency in the reporting requirements across federal departments.

- it is recommended that DIAND identify, in consultation with First Nations and Inuit, performance measurement indicators that will assist both partners to measure the long-term success of the strategy.

- for the long-term evaluation of the strategy, it is recommended that a partnership approach be undertaken by the department and First Nations and Inuit. This process should include Aboriginal youth and use the evaluation framework developed in the course of this current interim evaluation as a starting point.

Purpose of the Report

In March 1996, the Government of Canada announced that it would spend $315M over three years to help create employment opportunities through the Youth Employment strategy. Human Resources Development Canada is the lead federal department with partners such as Industry Canada, Environment Canada, Canadian Heritage, and the department of Indian Affairs and Northern Development (DIAND). DIAND was a partner in the strategy for 1996-1997 and received $10M for programming. The strategy was renewed for an additional two years with funding totalling $25M per year.

A review after one year of operation presents an opportune time to review lessons learned to date and to identify mid-term corrections for future programming. This report summarizes the findings of the interim evaluation of the DIAND Youth Strategy.

Purpose of the Evaluation

DIAND has undertaken to submit to Treasury Board an interim evaluation of the strategy. The review examines the delivery of the programs, the effectiveness of the strategy's initial implementation, and short-term impacts. The central focus of the evaluation is on lessons learned and potential improvements. A supplementary product of the report is an evaluation framework which sets out an accountability and performance regime to help DIAND and First Nations assess long-term impacts.

Evaluation Scope and Issues

The evaluation focuses on the initial strategy and is limited in scope to the three programs originally targeted to First Nations and Inuit communities (See Figure 1). The evaluation does not deal with the two new programs added in the spring of 1997. However, profiles for each program are discussed in the evaluation framework attached to this report.

The terms of reference for the evaluation were approved by the Departmental Audit and Evaluation Committee on October 31, 1996 (See Annex A). The evaluation issues to be addressed are:

- what is the status of program implementation?
- how effective and efficient has the initial strategy implementation been?
- what have been the short-term impacts of the strategy?

- What are the lessons learned and best practices?
- What improvements can be made and what are the options for future programming?

What is covered in the interim evaluation?

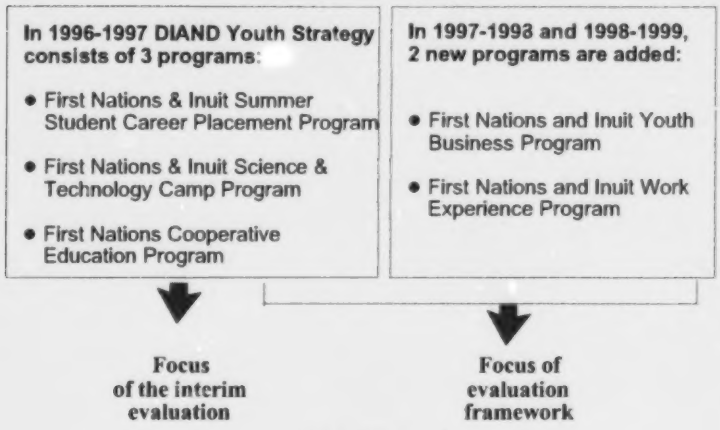
In 1996-1997 DIAND Youth Strategy consists of 3 programs:
• First Nations & Inuit Summer Student Career Placement Program
• First Nations & Inuit Science & Technology Camp Program
• First Nations Cooperative Education Program
In 1997-1998 and 1998-1999, 2 new programs are added:
• First Nations and Inuit Youth Business Program
• First Nations and Inuit Work Experience Program
Focus of the interim evaluation
Focus of evaluation framework

FIGURE 1

Methodology

Between February and May 1997, we used several methodologies to collect data, including:

- telephone interviews with 95 First Nations stakeholders. We obtained a 92% response rate for which a breakdown by category is illustrated in Figure 2;
- regional visits and a case study of a First Nation community in Saskatchewan, Manitoba, and Quebec;
- as part of the case studies of communities, 3 focus groups with 21 First Nations students in Manitoba and Saskatchewan[1];
- in-person interviews with DIAND headquarters staff and telephone interviews with regional youth coordinators; and,
- file reviews at DIAND headquarters and the regional offices visited.

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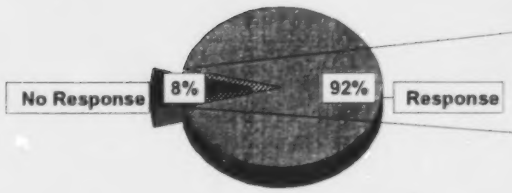
[1] We attempted to conduct additional focus groups in other regions but First Nations communities felt it was too early to measure program results and were reluctant to allowing their youth to participate in focus group discussions.

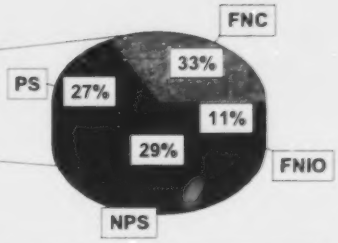
First Nations and Inuit Stakeholder Interviews

95 Interviews out of 103 Contacted

Response Rates



Breakdown of 95 Responses by category



Number of First Nations and Inuit Stakeholder Interviews	
First Nations and Inuit coordinators (FNC)	31
Participating Schools (PS)	26
Non-Participating Schools (NPS)	28
FN Implementing Organizations (FNIO)	10

Organization of the Report

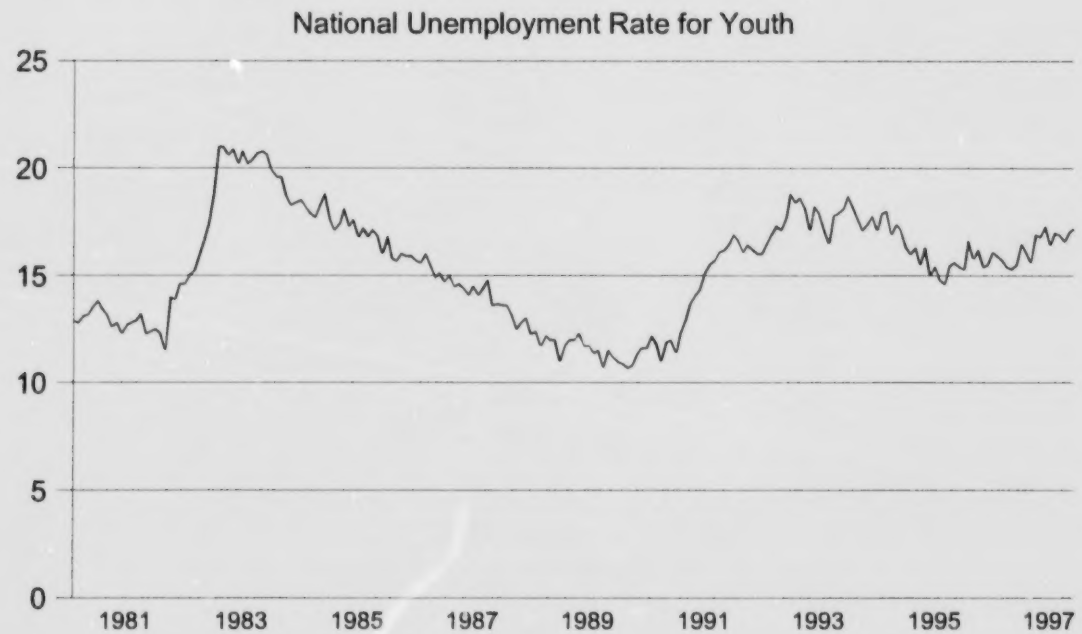
This report is divided into several sections:

Section 1 - Introduction
Section 2 - Program Profile
Section 3 - Status of the Initial Program Implementation
Section 4 - Effectiveness of Strategy Implementation
Section 5 - Measuring Impacts
Section 6 - Lessons Learned/Best Practices
Section 7 - Suggested Improvements
Section 8 - Conclusions and Recommendations

We have appended to this study the terms of reference for the evaluation and separately bound reports with the findings of our data collection. These appendices include findings from the interviews with First Nations and Inuit stakeholders, case studies, a statistical overview, and an evaluation framework.

Background on the Strategy

Youth have a difficult time making the transition from school to employment. Figure 3 shows that the youth unemployment rate in Canada has risen over the last several years. In May 1997, the unemployment rate was 17.2% for youth between the ages of 15 to 24 years, almost double that of Canadians over the age of 24 years[2].



Although the most recent figures are not yet available, we know that the situation on-reserve is worse. Figure 4 shows the participation rate (percentage of total population in labour force) on-reserve is lower for registered Indians on and off-reserve between the ages of 15-24 years[3]. Figure 5 shows that the unemployment rate (percentage unemployed of total population) increases for all populations on-reserve. However, the rate is still highest for registered Indians; Census data from 1991 indicate that the unemployment rate for registered Indians on-reserve between the ages of 15 to 24 years was 43.7%.

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2 Statistics Canada CANSIM data, On-line service, June 1997.

3 1991 Census Data, Aboriginal Peoples Survey, Table 1.3, Ages 15-24 years.

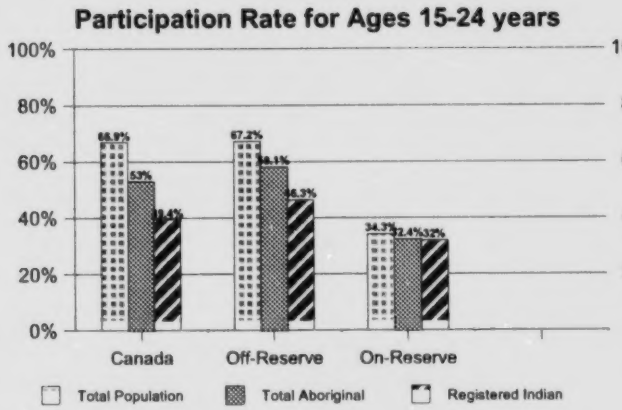

FIGURE 4

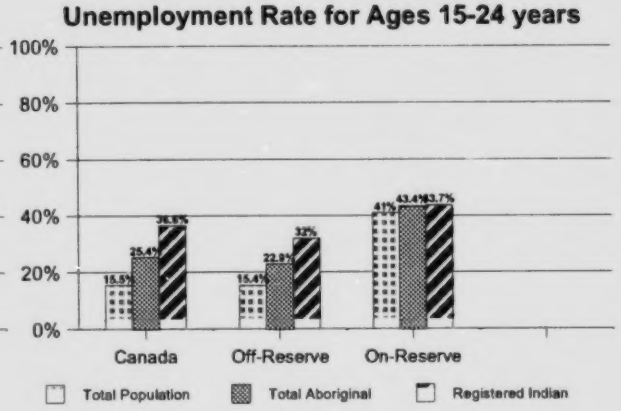

FIGURE 5

The Government identified the issue of youth unemployment in the February 1996 Throne Speech and appointed a Ministerial Task Force to review the problem. The Task Force found that the youth most at risk include those with minimal education and facing multiple barriers such as poor literacy, disabilities, single parenthood and residing in remote locations. Many Aboriginal and Inuit youth face all of these problems and others, such as high suicide rates. First Nations youth unemployment is among the highest in Canada. In addition, the First Nations and Inuit youth population, which represents a third of the total Aboriginal population[4], is increasing, thereby further pressing the urgency for Aboriginal and Inuit youth programming.

Consulting with Canadian youth and employers, the Task Force found the major barrier to success was the *"first job/experience conundrum"*. Another problem cited was inadequate information about the labour market and educational choices. The Government of Canada responded to these concerns by introducing the national Youth Employment Strategy which aims to provide youth with employment opportunities in partnership with the private sector and non-government agencies.

Human Resources Development Canada (HRDC) is the lead department and its most popular youth programs, Youth Services Canada and Summer Career Placements, target urban Aboriginal groups and youth off-reserve. However, there were few programs specifically targeted to First Nations and Inuit youth. This prompted DIAND to become a partner in the strategy and introduce programs specifically targeted to these populations.

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4 Departmental Audit and Evaluation Branch, DIAND, Statistical Overview (Draft), June 1997.

Profile of the Initial Strategy and the Recent Additions

This section provides an overview of the original strategy and the new programs added during 1997-1998.

Programs and Objectives

DIAND's Youth Strategy is targeted to First Nations on-reserve and Inuit youth at the elementary, secondary, and post-secondary levels. The objectives of the strategy are to:

- assist students in obtaining career related work experience;
- promote science and technology as a career opportunity; and
- establish or enhance existing cooperative education programs.

To this end, DIAND introduced three programs to meet these objectives:

- First Nations and Inuit Summer Student Career Placement Program
- First Nations and Inuit Science and Technology Camps[5]
- First Nations Schools Cooperative Education Program

Table 1 describes the programs, objectives, and guidelines. In the spring of 1997, the government renewed the strategy and introduced two additional programs which are described in Table 2:

- First Nations and Inuit Youth Business Program; and
- First Nations and Inuit Work Experience Program.

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[5] This program was originally called the First Nations and Inuit Science and Technology Summer Camps Program.

Table 1

Profile of Initial DIAND Youth Strategy Programs					
Program	**Description**	**Objectives**	**Target Group**	**Eligible Employer or Organization**	**Main Program Guidelines or Criteria**
First Nations and Inuit Summer Student Career Placement Program	Provides career-related work experience and training to in-school First Nations and Inuit youth during the summer months on-reserve.	To assist students in obtaining work experience. To prepare students for future entry into the labour market. To create employment opportunities.	On-reserve full-time secondary and post-secondary students returning to school, of legal age to work.	Private and non-profit First Nations and Inuit organizations. Non-Aboriginal/Inuit business located in First Nations and Inuit communities.	• private businesses provide 50% of wages to a maximum of $2.50/hour • non-profit organizations may receive up to 100% of provincial adult minimum wage. • employers may receive a maximum of $100/participant and $3000/student in overhead costs for equipment for disabled students. • minimum 30 hours per week not exceeding 40 hours • between 6 to 16 consecutive weeks • must be gender balanced
First Nations and Inuit Science and Technology Camps	Provides first-hand experiences in various science and technology disciplines to on-reserve First Nations and Inuit youth.	To promote science and technology as a career choice.	On-reserve Aboriginal elementary and secondary students[6] and Inuit youth.	First Nations and Inuit governments, agencies and organizations.	• contribution towards tuition costs to attend existing science program or proposal to deliver one • camps to be science oriented • cost approximately $500 per student • proposals to be gender balanced
First Nations Schools Cooperative Education Program	Provides funding for proposals from First Nations education authorities to establish, maintain, or expand cooperative education programs for on-reserve First Nations and Inuit youth in band operated or federal schools.	To establish or enhance existing cooperative education programs. To combine school-based learning with workplace/community experience.	Students in grades 7- 13 attending on-reserve First Nations schools.	First Nations schools on-reserve, federal schools and Aboriginal schools administered under James Bay & Northern Quebec & Northeastern Quebec Agreement.	• schools on-reserve • work placement activities • career counselling and supervision activities • respect provincial cooperative programs and accreditation policies • an evaluation plan for students and program • community support and resource commitment

[6] The original 1996-1997 program guidelines specified students between 12-20 years of age.

Table 2

Profile of Two New DIAND Youth Strategy Programs Introduced in 1997

Program	Description	Objectives	Target Group	Main Program Guidelines or Criteria
First Nations and Inuit Youth Business Program	Lending institutions offer business advice, counselling, mentoring, advisory support and seed capital to explore or develop a business opportunity.	To enable lending institutions to offer Indian and Inuit youth, living on-reserve or in recognized communities, financial and mentoring support to start their own businesses.	Indian and Inuit youth ages 15 to 30 years. Out-of-school unemployed youth or underemployed attending part-time or about to leave school.	• micro-lending (loans under $3,000) • small equity-matching conditionally repayable contributions • seed capital offered with mentoring and advisory support • program designed to complement Industry Canada's Aboriginal Business Canada Youth Initiative (where possible managed by same institution) • priority to proposals from Aboriginally owned lending institutions • operating costs for participating institution (e.g., loan loss reserve to offset risk, interest, marketing, counselling, etc.)
First Nations and Inuit Work Experience Program	Program funds proposals from First Nations and Inuit governments and organizations to provide supervised work experience for out-of-school and unemployed youth that will contribute to longer-term employability of the young person.	To provide mentored work opportunities for unemployed and out-of-school on-reserve First Nations and Inuit youth to increase their prospects for long-term employment.	First Nations and Inuit youth ages 16 to 24 years. Out-of-school and unemployed.	• pay minimum wage plus benefits • period of 6 to 9 months • proposals must include provision for a community-based project leader ensuring youth receives mentoring, develops life skills, work skills, counselling, career development • participants to develop an Individual Learning Plan • at least 4 participants working in teams, individual placements or a combination of the two • if participant completes full program may receive a "next steps" voucher (up to $2,000) to move to next phase of plan. • maximum of $1,500 to make necessary adaptions for disabled youth participation • incremental costs for day care for working parents

Roles, Responsibilities and Stakeholders

The theme of the strategy is to provide opportunities in partnership. Table 3 outlines the main roles of the strategy's stakeholder groups.

Table 3

DIAND Youth Strategy Stakeholders and Main Roles

DIAND	First Nations Implementing Organizations*	First Nations	Employers
Headquarters • policy and design • communicate information • develop criteria and guidelines **Regions** • allocate funding • review proposals • monitor and reporting	• regional communication • develop funding proposals • coordinate activities • develop and design programs • submit reports • allocate funding • review proposals • monitor and reporting	In addition to similar activities as FN Implementing Organizations: • develop partnerships with First Nations organizations/agencies • develop private sector on/off reserve partnerships • match students and employers • develop or seek out existing science camps • develop or enhance cooperative education program	• submit proposals • provide employment opportunities

First Nations and Inuit Implementing Organizations include education agencies, regional governments, Tribal Councils, Community Economic Development Organizations, etc.
First Nations include schools, education authorities, economic development corporations, etc.

(*) Note: There was a degree of difference in the extent to which these organizations undertook various implementation and administration activities.

Program Funding

The 1996-1997 strategy allocated a total of $10M as follows[7]:

- $6,000,000 - Summer Student Career Placement Program;
- $800,000 - Science and Technology Summer Camp Program; and
- $3,200,000 - First Nations Schools Cooperative Education Program.

Funding is based on the number of eligible students in each region for the summer employment and science camp programs. For Cooperative Education, funding is based on the number of students in schools on-reserve.

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[7] DIAND headquarters data, February 1997.

A table with regional program funding allocations is found in annex.

A total of $25M annually for 1997-1998 and 1998-1999 is allocated to the renewed strategy[8]. Table 4 provides details about the allocation for each program.

Table 4

Annual Program Allocations for the Renewed DIAND Youth Strategy	
$8,200,000	First Nations and Inuit Summer Student Career Placement Program
$1,800,000	First Nations and Inuit Science and Technology Camps
$6,000,000	First Nations Schools Cooperative Education Program
$1,500,000	First Nations and Inuit Youth Business Program
$6,500,000	First Nations and Inuit Work Experience Program
$1,000,000	Housing Internship Program[9]

Reporting Requirements

There are two types of reporting for the strategy:

- **Program Reporting** - Information on outputs is submitted through the evaluation forms for each of the strategy's programs. These reporting requirements include the number of participants, their ages, grades and gender. The Cooperative Education Program started later in the fall of 1996 and the department requested interim progress reports be submitted by the spring of 1997.

- **Financial Audit** - At the end of each year, First Nations and Inuit submit an audit as part of the terms and conditions of their funding arrangement. The audit also contains information on how the strategy dollars have been spent.

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[8] Source: DIAND web site (www.inac.gc.ca), April 1997.

[9] The Housing Internship Program is managed by the Canada Mortgage and Housing Corporation. It includes Inuit youth through four projects in NWT with Arviat, Pond Inlet, Arctic Bay and Baker Lake Housing Associations.

Section 3 - Status of Initial Program Implementation

This section provides an overview of the process and results involved in the implementation of the

Key Steps in Implementation

implementing and delivering the strategy.

The Summer Student Career Placement and Science and Technology Camp programs

fall and winter.

The Cooperative Education Program was introduced later in the fall and winter. Our

started in September or January 1997, 7 expanded an existing program, and the remainder

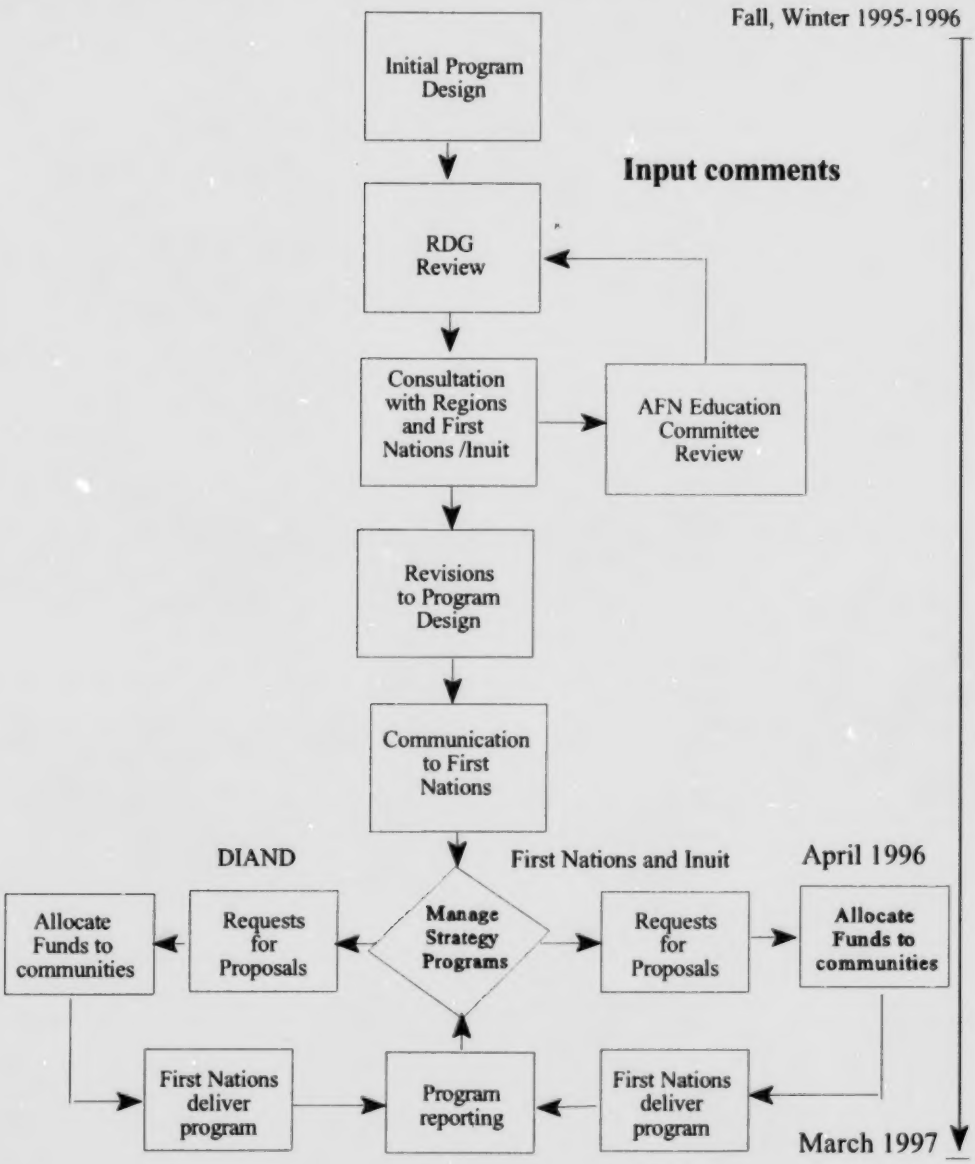
Communication

coordinators/organizations and Education Directors. Some regions distributed headquarters

British Columbia, regional First Nations organizations developed information booklets, and held

Figure 6

The Implementation and Delivery Process



Guidelines

Interviews with DIAND regional staff, First Nations and their organizations indicate that overall, most regions followed the national guidelines. However, many communities adapted the guidelines to meet their needs. For example, the Summer Student Career Placement Program guidelines state summer employment should be between 6 and 16 weeks, but many communities had 4-week terms to allow more students to gain experience. Many communities could not implement science camps in the strategy's short time span and opted for fall camps. Headquarters later amended the guidelines to allow for year round camps.

Program Funding

Interviews and file reviews indicate that most regions flowed funds for the programs to districts or First Nations and Inuit based on the national formula. Manitoba, Alberta and British Columbia funded the Summer Student Career Placement Program using a per capita formula to ensure that all communities could hire at least one student at the secondary and post-secondary levels.

Some regions spent additional funds from their own budgets on the strategy. For example, the Quebec Region provided money to First Nations organizations to administer the strategy and Saskatchewan funded a post-secondary employment program that existed prior to the strategy.

Regional Delivery Models

Through interviews and case studies, we identified 3 administrative models for implementing the Strategy illustrated in Figures 7 to 9.

Model 1: Region administers Strategy In the Yukon, Manitoba and Atlantic, the region reviews proposals, allocates funds, monitors evaluation forms, and reports on program outputs.

Model 2: First Nations organizations administer the Strategy In Quebec and Saskatchewan, First Nations organizations with a regional mandate in education allocate funds, review proposals, provide advice, and monitor reporting. Since the renewal, British Columbia now also fits into this model.

Model 3: A combination of regional & First Nations administration In British Columbia, Ontario, Alberta and the Northwest Territories, the region is responsible for one or more programs while others are administered by a First Nations or Inuit organization.

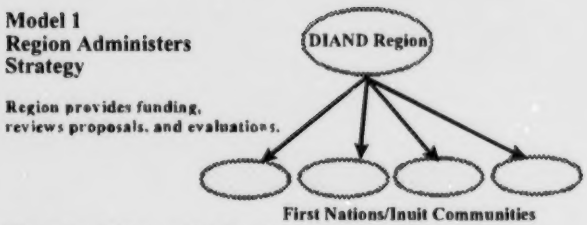


FIGURE 7

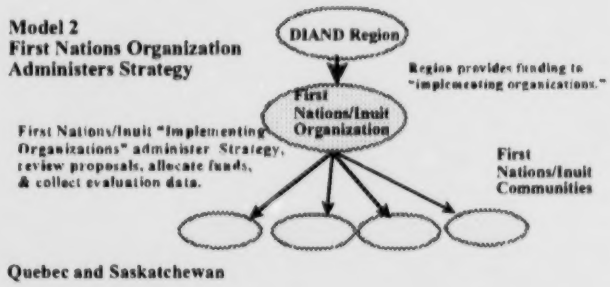

Model 2
First Nations Organization Administers Strategy
DIAND Region
Region provides funding to "implementing organizations."
First Nations/Inuit Organization
First Nations/Inuit "Implementing Organizations" administer Strategy, review proposals, allocate funds, & collect evaluation data.
First Nations/Inuit Communities
Quebec and Saskatchewan

FIGURE 8

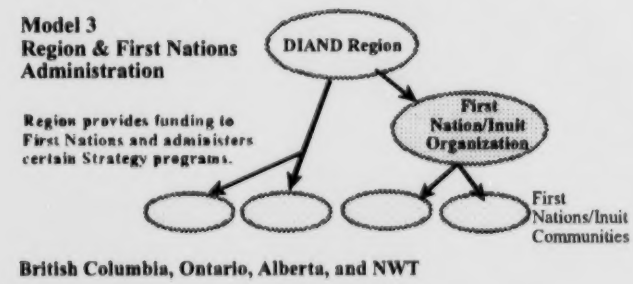

Model 3
Region & First Nations Administration
DIAND Region
First Nation/Inuit Organization
Region provides funding to First Nations and administers certain Strategy programs.
First Nations/Inuit Communities
British Columbia, Ontario, Alberta, and NWT

FIGURE 9

Table 5 provides a brief overview of the approaches used in each region.

Table 5

Overview of Regional Approaches to Administer the strategy	
Region	**Description of Approach**
Atlantic	The region administers the strategy while education authorities and economic development corporations deliver programs.
Quebec	Five regional First Nations and Inuit organizations administer the strategy: the Conseil en Éducation des Premières Nations, Institut Culturel et Éducatif Montagnais, Cree Régional Authority, Administration Regionale Kativak, Bande Naskapi du Québec.
Ontario	The DIAND region and districts, Tribal Councils and other First Nations organizations administer various strategy programs.
Manitoba	The region administers the strategy.
Saskatchewan	The strategy is administered by one First Nations organization. The Saskatchewan Federation of Indian Nations manages all three programs.
Alberta	One treaty organization administers one program but was in the process of returning the program back to the region. The other two programs are administered by the region.
British Columbia	The First Nations Education Steering Committee (FNESC) / First Nations Schools Association (FNSA) administered the Summer Student Career Placement and Science and Technology Camp programs. It is now responsible for the entire strategy.
Yukon	The region administers the strategy with field services officers who prepare proposals. There is no Cooperative Education Program.
Northwest Territories	The region administers a third of the budget while development corporations and Tribal Councils oversee two-thirds. There is no Cooperative Education Program.

Results/Outputs Achieved

As of June 1997, it was estimated that a total of approximately 4,700 students participated in the strategy[10]. Table 6, provides more information on program outputs.

- just under 3,800 students participated in the Summer Student Career Placement Program, the largest number coming from Ontario, Manitoba, and Alberta;
- over 2,000 students took part in the science camps; and

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[10] All regions had not yet reported; therefore, the information on program outputs is incomplete.

- it is estimated that to date almost 900 students participated in the Cooperative Education Program.

Table 6

National Highlights of Reported Program Outputs			
Program	**Number of Participants**	**Age of Students**	**Grade Level**
First Nations and Inuit Summer Student Career Placement	• 3768 students • 66% 4-8 weeks placements	• 61% ages 15- 19 years	• 71% high school students • 20% have some post-secondary/ university • 10% elementary school students
First Nations and Inuit Science and Technology Camps	• 2032 students • 56% students from MB, AB and BC	• 61% ages 12-13 years	• 36% less than grade 6
First Nations Schools Cooperative Education	• 879 students • 114 schools	• mainly students ages 15-19 years	• mostly high school students
Source: Departmental program reports, June 1997.			

Table 7 identifies how many schools are participating in the Cooperative Education Program.

Table 7

Number of Reported First Nations Schools Participating in the Cooperative Education Program (n=114)						
Atlantic	**Quebec**	**Ontario**	**Manitoba**	**Saskatchewan**	**Alberta**	**British Columbia**
4	38	19	11	10	23	9
Source: Departmental program reports, June 1997.						

Section 4 - Effectiveness of Strategy Implementation

The strategy was implemented over the past year; therefore, the evaluation discusses short- term program effectiveness. The following questions formed the basis of inquiry for the study and each will be discussed as it relates to the effectiveness of implementation, and to a lesser extent how efficient the strategy has been at achieving its objectives.

- Were the objectives of the strategy achieved?
- Did communication lead to awareness of the strategy's programs?
- Which approach led to the strategy being administered in a simplified, quick, and useful manner? Do regional differences have an effect on the implementation of the strategy?
- Was reporting timely and consistent?
- What partnerships have been developed?
- What are the strategy's strengths and weaknesses?

Baseline data examining the effect of the strategy over several years is needed to make long- term conclusions. Section 5 and the evaluation framework accompanying this report (Appendix 9) further discuss which data to collect and how to use it. However, at this time, we can identify factors that promote cost-effectiveness and efficiency, such as delivery models, communication tools, streamlined administration, and coordination at the local level.

Strategy's Objectives

Although the strategy has been in place for a year and actual impacts may not be observed for years to come, the majority of First Nations and Inuit respondents interviewed believe the strategy's objectives were largely met. We interviewed 54 First Nations stakeholders participating in the strategy, including First Nations coordinators, First Nations organizations implementing the strategy, and schools that participated in the Cooperative Education Program. Table 8 indicates that the majority of these respondents believe the strategy has met the objectives of instilling self-esteem in students and providing work experience. Many respondents believe that it is not yet possible to assess longer term objectives such as increasing graduation rates or helping with the transition from school to work.

Table 8

What impacts do you anticipate the strategy will have? (n=54)					
	Implementing Organizations n=10	First Nations Coordinators n=22	Participating Schools n=22	Total n=54	Percent %
Increase levels of self-esteem and confidence	10	20	14	44	**81%**
Provide career-related employment experience	9	19	12	40	**74%**
Expose youths to new and innovative technologies	10	8	13	31	**57%**
Help youths with the transition from school to work	9	9	13	31	**57%**

Case studies also indicate that to date many respondents believe the strategy's objectives are being met. For example, summer positions were created, cooperative education programs have been developed or expanded, science camps have been accessed or developed, and links with the community and employers established. Focus groups with students in Manitoba and Saskatchewan also indicate that many students believe the strategy programs encourage them to stay in school, build self-esteem and motivate them to continue their studies. Respondents from the case studies also acknowledge that it is too early to assess the impact on graduation rates and academic marks.

Communication

Most regions communicated information about the strategy by sending letters to Chief and Council, and Directors of Education. Of the interviews conducted randomly with First Nations and Inuit, over 65% of respondents participated and said they were aware of the strategy's summer employment program. Slightly fewer respondents were aware of the science camp program and only one-third said they were aware of the Cooperative Education Program.

We found that several eligible First Nations believed they did not have the resources to develop a cooperative program. Many respondents expressed an interest in communicating with First Nations who did have a program. While DIAND headquarters prepared a manual explaining how to set up a cooperative education program, regions did not widely distribute it to First Nations. Some regions stated the manual was too cumbersome. Most thought it appropriate for First Nations organizations to explain the program to communities.

Delivery Mechanisms

Most regions opted to transfer part or all of the strategy administration to First Nations and Inuit organizations. Those that did not, indicated they could not find an Aboriginal organization willing to take the responsibility on such a short time frame.

Regional personnel interviewed were concerned that the administration of the strategy placed an additional burden on them, especially with downsizing and extra responsibilities. Respondents stated that there is little time to review proposals and progress reports. They stated that they must devote more time to do this work than other programs of substantially greater cost. All respondents agreed that the most effective way to deliver the strategy was through one or more regional First Nations and Inuit organizations. For example, in Quebec, five First Nations organizations administer the strategy on behalf of the diverse communities in that large region. In Saskatchewan, the FSIN manages the strategy on behalf of all First Nations in the region.

Through case studies and interviews with First Nations and Inuit, we found that regionally based First Nations and Inuit organizations (Refer to Model 1) appear to be most effective for the following reasons:

- First Nations and Inuit organizations have expertise in youth programming.
- existing infrastructure, networks and contacts with First Nations and Inuit communities are used to communicate and distribute information, and to share experiences.
- organizations provide help and advice to develop proposals.
- First Nations and Inuit organizations are involved in other activities such as recruiting national employers, for example, banks, airlines or utility companies.
- First Nations and Inuit are more willing to report information to their own organizations because they feel a greater sense of ownership over programs.

Some First Nations and Inuit also have a mandate in education which allows them to provide expertise and advice in developing curriculum for a cooperative education program.

General Indicators of Cost-Effectiveness

As stated, regions where the strategy is administered by First Nations and Inuit organizations appear to be more effective in implementing and delivering the youth programs. Several indicators suggest this approach may also be the most cost-effective. The Statistical Overview identifies the following indicators:

- overall percentage spent on managing the strategy;
- leverage ratio (i.e., funding from other sources);
- percentage of First Nations reporting on programs; and
- the percentage of funds that went directly to youth.

These indicators focus on the Summer Student Career Placement Program for which data are most complete. Data are less complete for the Science and Technology Camps Program and as of yet unavailable for the Cooperative Education Program.

Table 9 provides a regional comparison of the above mentioned indicators for the Summer Student Career Placement Program. The Departmental Audit and Evaluation Branch utilized the data from the program evaluation forms submitted by First Nations and Inuit. The data were filtered to remove incomplete information and inconsistencies in reporting.

- The leverage ratio is the percentage of additional funds contributed to the strategy for every dollar DIAND provides First Nationsand Inuit.

- The reporting indicator is the percentage of reported expenditures versus the federal portion allocated by DIAND.

- The percentage spent on managing the program and the percentage directed to students are self-reported data from program evaluation forms submitted by First Nations and Inuit and their organizations.

Table 9

Data from Sample of First Nations and Related Organizations Summer Student Career Placement Program				
Region	Leverage Ratio (Other Contributions)	Self-reported data from evaluation forms		
		Percentage Spent Managing Program	Percentage Directly to Students	Reporting Indicator
Atlantic	0.49	11%	89%	100%
Quebec[11]	0.80	6.8%	93%	100%
Ontario	0.43	8.1%	86%	74%
Manitoba	0.22	9.6%	91%	93%
Saskatchewan	N/A	7.0%	93%	100%
Alberta	0.86	13%	86%	83%
British Columbia	0.33	8.4%	84%	20%
Yukon	0.19	5%	95%	51%
Northwest Territories	0.40	13%	82%	44%
Total	0.43	9.3%	89%	74%

Source: Departmental Audit and Evaluation Branch, Statistical Overview, June 1997.

Definitions

- Leverage Ratio: The rate comparing additional funds from other sources contributed by First Nations to funding provided by DIAND.
- Reporting Indicator: Reported total expenditures by First Nations and Inuit versus the federal portion allocated by DIAND.

- In Saskatchewan, and Quebec, where the regional administration of the strategy was fully transferred to First Nations organizations, program reporting for the summer programs was 100%. Other regions which did not fully transfer regional activities reported lower return rates on program reporting, such as British Columbia with 20% and the Northwest Territories with 44%. The lower rates mean that reporting is incomplete and program results are greatly under represented in some regions.

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[11] Figures do not take into account an additional $71,500 the Quebec Region provided to First Nations organizations to administer the strategy. This funding came from the region's own budget.

- The sample of First Nations and Inuit reported that 9.3% of total funds was spent on managing the program[12]. This compares favourably to other evaluations of economic development initiatives such as the Atlantic Canada Operating Agency (ACOA) and the Canada/Territorial Economic Development Agreements which found higher percentages spent on managing the program[13].

- The case studies indicate that First Nations organizations in Quebec and Saskatchewan have been effective in managing strategy programs. As seen in Table 9, Quebec[14] and Saskatchewan First Nations reported spending 6.8% and 7.0% of the funds to manage the program. These are among the lowest rates of expenditures on administration[15].

- Program reporting data indicate that 89% of the total funds spent went directly to First Nations and Inuit youth. This means that 11% was spent on other activities, such as management compared to the 9.3% that was reported by First Nations and Inuit as being spent on program administration. However, the statistical overview found that the difference is explained by under-reporting and because many First Nations and Inuit had a different understanding of the definition of "percentage spent on managing".

- The total leverage ratio for First Nations and Inuit is 0.43. This means that for every dollar allocated by DIAND to First Nations, they contribute just under half that amount in additional funding. In 1996-1997, First Nations and Inuit reported total expenditures of $6.3 million on the Summer Student Career Placement Program as follows:

  - $4.4 million from DIAND funds
  - $1.9 million contributed by First Nations and Inuit ($1.9 million represents 43% of DIAND's $4.4 million allocation or a leverage ratio of 0.43).

  This is an indication of First Nations and Inuit willingness to integrate the program into their communities' overall economic plans.

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12 At present we do not have information on how many First Nations did not report on the program.

13 Departmental Audit and Evaluation Branch, Statistical Overview, June 1997.

14 Our file review found that Quebec provided First Nations organizations an additional $71,500 to administer programs; therefore, its percentage spent on management is higher than reported.

15 The Yukon reported a rate of 5% of funds spent on managing the program. However, only half of the communities reported to date.

Complete and consistent reporting of these ongoing results measures will assist the department in the future to determine the outcomes of the five strategy programs. We discuss these ongoing results indicators and others in the evaluation framework that accompanies this evaluation study.

Reporting and Accountability

In terms of accountability, DIAND headquarters and regional staff were satisfied that the strategy was well managed and First Nations and Inuit were accountable for spending the program dollars for the purpose specified in the contribution agreement. However, a few respondents commented that this is not in the spirit of the new Financial Transfer Agreement and self-government. Managing the strategy in this way is not a problem in the short term, but several First Nations and Inuit stated that youth programs should become part of their mandate in education and that they should have freedom to allocate funds and design programs accordingly.

In terms of reporting, we identified two problems: under-reporting and the quality of reporting.

- **Under-reporting**: While headquarters respondents are satisfied that funding is spent appropriately at the local level, they are having difficulty obtaining roll up data from a few regions, resulting in under-reporting on program outputs on the Summer Student Career Placement and Science and Technology Summer Camp programs. In addition, the Statistical Overview found that regions and headquarters reported on $4,925,025 of the $6,000,000 set aside for the Summer Student Career Placement Program. Therefore, at present there is under-reporting of approximately $1,000,000. It will be the role of the financial audit submitted by each First Nation and Inuit organization as part of the terms and conditions of their funding agreement to determine how funds were expended.

- **Quality of reporting**: The quality of reports is also an issue identified in the Statistical Overview which found that First Nations and Inuit organization used different definitions for reporting items such as the amount spent on managing the Summer Student Career Placement Program. In addition, our initial file review found that reporting on the Cooperative Education Program has not been uniform, with some First Nations and Inuit completing the evaluation forms, and others submitting more detailed reports on their progress. In the latter case, over-reporting too can lead to inefficiencies.

Partnerships

The theme of the strategy is one of partnerships at various levels.

- **First Nations and DIAND**: This partnership consists of DIAND funding the strategy and providing some support and information at the regional and headquarters levels.

- **Private Sector:** Overall, most respondents stated that partnerships with private sector firms off-reserve are developing. In addition, First Nations organizations are taking an active role in recruiting large corporations such as banks and utility companies. Most of the partnerships with the private sector are on-reserve and range from the local gas bar to logging firms.

- **Other Government Departments and Levels of Government**: These partnerships consist of youth programs that provide summer employment or other job placement. First Nations and Inuit identified several federal departments involved in youth programming, including:

  - HRDC's Youth Services Canada, Summer Career Placement, Pathways to Success, and Native Internship programs;
  - Industry Canada's Student Connection and SchoolNet programs; and
  - Health Canada's Brighter Futures program.

  Provincial ministries did not play a large role but First Nations did identify placements with school boards, ministries of education, social services, and health.

- **First Nations Governments and Agencies:** First Nations and Inuit identified partnerships among regional First Nations organizations, education authorities, school boards, Tribal Councils, Chief and Council, and economic development corporations as the most important. There is a philosophy that youth are an integral part of the community's social and economic future. Therefore, youth programs are a priority incorporated into other community activities. Communities rely heavily on all employers on-reserve, from the health unit, band council office, or the local restaurant. First Nations and Inuit not participating in the strategy mentioned the use of other youth programs such as those for substance abuse and recreational programs.

Interviews with First Nations respondents and case studies indicate that partnerships developed at the community level will endure even without strategy funding. First Nations and Inuit have well established partnerships with other departments, such as Human Resources Development Canada. For example, First Nations have been involved in the Pathways to Success Aboriginal local area management boards for many years, and in some cases these structures have also taken on responsibility for HRDC's programs geared to Aboriginal urban youth. First Nations are in the process of developing relationships with the private sector off-reserve, so it is too early to assess the sustainability of these partnerships.

Strengths and Weaknesses

Table 10 identifies the most commonly mentioned strengths and weaknesses.

Table 10

Strengths and Weaknesses of the Initial Strategy		
	Strengths	**Weaknesses**
Objectives	The strategy's objectives complement DIAND's and communities' priorities for enhancing economic development on-reserve and in Inuit communities. Therefore, the objectives are viewed as appropriate and relevant. The strategy provides valuable work experience that will benefit in-school youth with future work practices and their careers.	Some respondents state that larger communities with resources and many students will benefit more from the Cooperative Education Program, as opposed to small remote communities with no coordinators and limited placement opportunities. Respondents state that there is a fundamental difference between post-secondary and high school cooperative education programs. Many believe expectations for the program are too high because secondary school placements may not lead to career choices.
Guidelines	Most First Nations and Inuit believe that the guidelines are flexible as they adapted them to their needs. However, other communities perceive them to be restrictive but often they do not attempt to adapt them to their needs.	Several First Nations and Inuit expressed concern with the fact that the Strategy did not provide funding to deal with issues such as the payment for Workers Compensation benefits which are required for students who work off-reserve. This is viewed as important for new partnerships with the private sector and expanding job opportunities available to students. The Summer Student Career Placement Program did not cover the additional costs of travelling long distances to take a job placement off-reserve. This is of particular concern to remote and northern communities that send students to other communities or urban centres for work experience.
Reporting	Most First Nations and Inuit, their organizations, and DIAND staff felt that the current level of reporting was adequate given the amount of money expended on the strategy.	There is under-reporting which results in an incomplete picture of program outputs and outcomes. Under-reporting is most prevalent in British Columbia, the Northwest Territories, and the Yukon. The quality of reporting varies among regions. There are some differences in the understanding of the definition of items reported on evaluation forms, such as the percentage spent on managing.

Strengths and Weaknesses of the Initial Strategy		
	Strengths	**Weaknesses**
Partnerships	Programs are based on local and regional partnerships between Directors of Education, education authorities, First Nations and Inuit governments, program coordinators, schools, business, the community and students. The strategy is a community and youth-driven initiative that provides exposure to new experiences and learning activities.	Several First Nations and Inuit respondents stated that often there are limited opportunities on-reserve and few chances to develop partnerships with private employers.
Communication	Overall, First Nations and Inuit were aware of the strategy and its programs.	Many First Nations reported that they wanted to have more information on the Cooperative Education Program, preferably in a forum where they could exchange ideas with schools that had successfully implemented the program.
Timing	DIAND and First Nations and Inuit organizations acted quickly to disseminate program funds once the strategy was announced late in the school year.	The timing of the strategy led to delays and frustration, especially with the Cooperative Education and Science and Technology Camp programs. In some cases, First Nations and Inuit were unable to submit proposals for science camps because they received the information too late. The renewed strategy was announced earlier in the school year.
Resources	The strategy funds have been increased from $10 million the first year to $25 million annually for the next two years. First Nations and Inuit are able to lever significant funds from other sources to contribute to the Summer Student Career Placement Program.	Several First Nations and Inuit communities commented that resources were limited. For example, for a First Nations to establish a cooperative education program requires workbooks and other tools but no money is available for these items. DIAND regional coordinators stated that there was minimal time and departmental resources available to administer the strategy in-house.

This section will discuss the short-term impacts of the strategy. It will take several years to observe long-term impacts. We offer suggestions for what to measure and how to collect data later in this section and in the evaluation framework accompanying this report.

Initial Short-Term Impacts

We used both qualitative (interviews, case studies, focus groups) and quantitative (statistical overview) approaches to assess short-term program results. Most of the data are based on respondents' perceptions of impacts to date.

Intended Impacts

The evaluation study found short-term results in several areas.

- **Creation of Career-Related Summer Employment**: The Statistical Overview found that 3,768 students participated in the Summer Student Career Placement Program. The majority of the students worked for 4 to 6 weeks during the summer. Interviews with First Nations and Inuit stakeholders indicate that there were a wide range of placements created. The following sectors were identified most often:

  - service industry (i.e., retail, restaurant, gas bars, etc.)
  - administration (i.e., band office, Tribal Council, etc.)
  - health, social services and education
  - construction and mechanical
  - recreation
  - economic development organizations

  Case studies and interviews also indicate that often communities hire students to coordinate other youth programs, such as the Summer Student Career Placement Program, and the Science and Technology Camps Program.

- **Acquisition of Job Skills**: In focus groups, youth who participated in the Summer Student Career Placement and Cooperative Education programs reported positive experiences. Table 11 lists some of their quotes. Students stated they acquired valuable skills to prepare them for future jobs, including:

  - skills to compete for and acquire a job, such as preparing resumes, cover letters and conducting interviews;
  - administration and computer skills; and
  - interpersonal and communication skills.

Table 11

Quotes from students who participated in focus groups
"I'm working with children in kindergarten and I enjoy it. It gives me confidence and I feel good about myself. I am now going to pursue a teaching degree."
"This placement introduced me to a job and work. It showed me how to work with the RCMP."
"The program showed me how to have a job and what to do. Our time in school taught me about job interviews, cover letters and resumes."
"We are taught real world skills."

- **Exposure to Science and Technology**: The Statistical Overview found that 2,032 students participated in the Science and Technology Camps. File review in three DIAND regions reveal that many communities opted to access computer camps at nearby universities or to develop camps that often focussed on traditional plants and medicines. Most of the participants were between 12 and 13 years old. Coordinators in the three case study communities believe that many students would otherwise not have been exposed to the sciences. Coordinators also believe the positive experience of the younger students will generate demand for a follow-up camp at the junior and high school levels.

  An organization in one of our case studies developed a mobile camp program that exposed science to communities throughout the province.

- **Development and Expansion of Existing Cooperative Program:** The Statistical Overview found that to date available information shows that 879 students and 114 schools participated in the Cooperative Education Program.

  We conducted interviews with 25 participating schools and found that 36% of the schools had started programs in the fall of 1996 or January 1997, and another 28% expanded existing programs. Other schools were in the planning and development stages.

  Interview findings with participating First Nations schools also indicate that the majority of respondents believe the quality of placement positions is either good or excellent. Interviews and case studies also identify two streams of cooperative education: one stream is geared to special needs students and focuses on life skills; the other stream is available to all regular high school students.

The three case studies reveal that the cooperative programs are diverse. One community used the program to help launch a micro-business venture while another sought placements in urban centres where their students will eventually pursue post-secondary studies.

- **The Development of Partnerships**: All stakeholder groups, including those that did not participate in the strategy, reported partnerships with other parties involved in Aboriginal youth programming. Table 12 identifies the partners most often mentioned.

Table 12

Table 12: Findings of Interviews with First Nations and Inuit Stakeholders Parties Reported to be Involved in Aboriginal Youth Programming (n=95)

	Participating FNs (n=26)	Non-Participating FNs (n=28)	FN Implementing Organizations (n=10)	FN Coordinators (n=31)	Total %
Local partnerships at First Nations level	13	7	0	23	45%
Human Resources Development Canada	3	7	7	18	37%
Provincial Ministries	3	4	3	17	28%
Health Canada	2	5	1	3	12%
Industry Canada	2	2	2	3	9%
Private Sector	N/A	N/A	2	2	4%
First Nations Interviewed that Participated in the Strategy's Programs (n=67)					
DIAND Programs					
Summer Placement	0	N/A	6	20	39%
Science & Technology Camps	0	N/A	9	9	27%
Cooperative Education	22	N/A	3	4	43%

Note: Respondents from Participating First Nations schools did not identify the private sector as a partner but they did refer to placements with private employers such as retailers. Non-participating schools did not identify private sector partners.

- **Positive Influence on Students:** Young people in focus groups in Manitoba and Saskatchewan stated that strategy programs had positively influenced them, in particular they mentioned:

  - an increase in self-esteem and confidence
  - encouragement to stay in school
  - enhanced interest in their studies
  - increased sense of responsibility
  - ability to better relate the school experience to employment
  - knowledge of the types of jobs that exist, especially in the community

  Cooperative Education coordinators in the case study communities also believe there are other benefits:

  - an increase in class attendance
  - some drop-outs are encouraged to return to school
  - teachers and coordinators are better able to engage in direct career planning with students
  - greater identification of students with professional career aspirations.

Respondents also made a number of observations about each of the strategy programs described in Table 13.

Table 13

Observations of Strategy Programs		
Science and Technology Camps	**Student Summer Placement Program**	**Cooperative Education Program**
Coordinators and students commented that the exposure to science and computers promoted these fields as a career option. Respondents also observed the following impacts: • First Nations and Inuit Aboriginal children were given a chance to be exposed to science and technology which in many cases would have not happened without the program; • the program allowed schools to develop educational partnerships with universities; • the creation of a fun learning environment for students (i.e., field trips, camp-outs, visits to museums, etc.); • students are encouraged to pursue science studies; • the promotion of team work through camp activities; and, • camps that focus on native medicines promote traditional learning.	Interviews and case studies identified the following impacts: • high school and post-secondary students gained work experience and earned money for school and other purposes; • students had opportunities to gain experience in a wide range of fields, including: administration, sales, business, maintenance, social services, computers, health care, education, economic development, research, band government, and police services; and, • students learned basic administration, computer, communication and inter-personal skills used in most jobs.	In our focus groups, students were very positive about the program. They learned valuable skills such as preparing cover letters and resumes, and participating in interviews. Students felt they were treated as regular employees so they gained a "*real life experience*". They would recommend the program to others for the following reasons: • valuable work experience; • knowledge of community needs and jobs; • acquisition of new skills (i.e., computers, policing, banking, etc.); • preparation in finding jobs in the outside world (i.e., resumes, letters, interviews, competition process, etc.); • confidence and improved self-esteem; • better attitudes toward school; many students developed a *"stay-in-school"* attitude; and, • community appreciation (i.e., "a place to come back to after graduation"). Coordinators also stated that the summer and cooperative education work placements instilled life skills, such as budgeting for rent and transportation, or organizing work schedules. Many students also dealt with confidentiality issues such as taking an oath,

Unintended Impacts

Respondents noted a few unintended but positive impacts associated with the strategy.

- **Facilitate the transition from a rural to an urban setting**: Respondents from one case study community stated that the Summer Student Career Placement and Cooperative Education programs help students make the transition from a rural to an urban setting. Respondents stated that many students go away to university but fail because they cannot find jobs to help support them during school. The programs try to make the students better able to compete in an urban environment.

- **Creation of a micro-business**: One case study community created a micro-business (i.e., catering) using students. Cooperative education students with special needs are trained to work in the business. It is expected that the program will create full-time employment as the community is planning to hire the students after graduation.

Long-Term Impacts

It is too early to assess whether long-term impacts will be achieved. It will take years to know if there has been an increase in high school graduation rates, long-term employment opportunities, and the number of Aboriginal First Nations and Inuit youth choosing a career in science or technology. Most respondents believe that the strategy's goals are reasonable and impacts will eventually occur. However, many respondents recognize that it will be difficult to measure long-term impacts and to attribute results to the influence of the strategy.

Part of the evaluation study exercise was to develop an evaluation framework that identifies program activities, outputs, outcomes and short and long term impacts. It is the role of an evaluation framework to provide suggestions on how to assess long-term impacts. The framework also discusses performance measurement and collection strategies.

Performance Measurement Issues and Future Evaluation

This section summarizes the information needs identified by stakeholders and current performance measurement activities being undertaken. It also includes an examination of the short-term, ongoing data requirements currently being collected and ways in which this data can be strengthened. In addition, this section outlines potential long-term performance indicators and associated data collection approaches to the future evaluation which will involve a partnership approach between the department and First Nations and Inuit and related organizations.

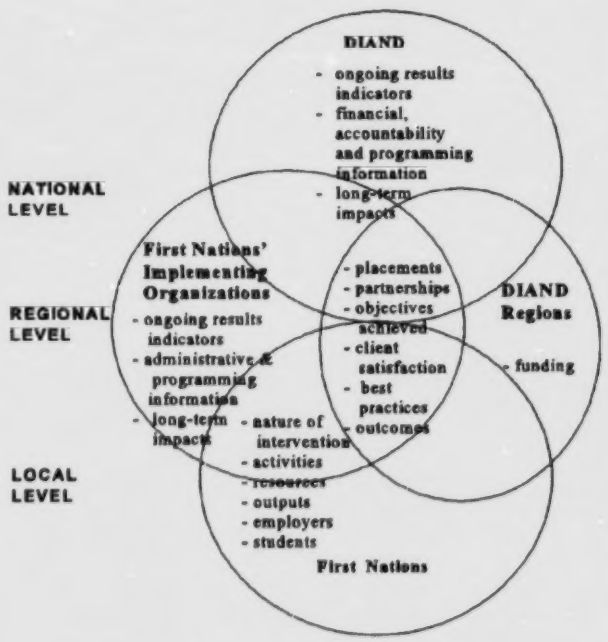
Performance Information Utilization

The evaluation found that information needs vary by stakeholder group. The case studies undertaken as part of the evaluation found that at the local First Nation and Inuit level, information needs focus on day-to-day information which measures the operation of the strategy -- what is done, how it is done and what it costs. In addition to reports to DIAND which focus on key short-term outputs, outcomes and administrative efficiency, First Nations and Inuit particpating in the case studies also collect information on: the number and type of employers; skills acquired by the students; student and employer satisfaction; steps involved in the selection, recruitment and matching processes; job preparation activities; and resources devoted to the programs.

Figure 10 presents an overview of the information needs of the various strategy stakeholders. Generally, the evaluation found that performance information serves operational and strategic purposes by:

- Supporting First Nation and Inuit and departmental decision-making to improve activities such as program design, criteria, implementation mechanisms and accounting for performance;
- Ensuring that programs reflect the needs of students and employers;
- Ensuring that First Nations and DIAND resources are properly targeted to achieve best program outcomes; and
- Ensuring that the rationale for the programs are properly documented to support future resource allocations.

Figure 10: Overview of Information Needs by Stakeholder Group and Level



The case studies undertaken as part of the evaluation underline the importance of performance information for First Nations and Inuit implementing the strategy. For example, one case study found that for the Cooperative Education Program, ongoing employer and student evaluations are used to monitor and adjust program implementation to ensure that students' needs are met. In this case, if a student is not acquiring the skills, the coordinator will meet with the employer and changes to the placement are made. If an employer does not keep students challenged, the program will not send others there. The coordinator reported that this had only happened once and that employers tend to be very cooperative.

Ongoing Data Collection Activities

Interviews with regional DIAND representatives found that the current ongoing reporting requirements meet their needs to account for funding and are felt to provide sufficient information about short term outcomes. The case studies undertaken as part of the evaluation found that the ongoing information collected by First Nations for their own management purposes exceeded the departmental information requirements.

The interim evaluation found a variety of measurement activities occurring at the local First Nation and Inuit level and regional implementing organizations. For example, First Nations and regional implementing organizations interviewed as part of the evaluation noted that they are collecting demographic information on participants in the strategy. Some organizations also gather information from students and employers about their experiences with the strategy. These organizations said they talk to the students and employers themselves, or they have the students fill out an evaluation of the program.

In addition, representatives of First Nation schools participating in the strategy's Cooperative Education Program noted that the program reporting requirements include: progress reports, interim reports, and a final report. The types of information collected on students include: interviews with students, employers and teachers; student diaries; pre and post placement evaluations; on-site visits, and; employer evaluations.

A review of the short-term information requirements needed to assess program outcomes was undertaken as part of the development of the evaluation framework prepared as part of this evaluation. While this review confirms that the short-term performance information requested by the department is sufficient for short-term accounting for funding, our study identifies a number of additional key information elements that should be collected to ensure that program objectives can be accurately assessed. For example, to ensure that the strategy's objective of promoting career related skills can be assessed, ongoing program reporting should be modified to include information on the type of jobs created. Table 13, below, provides an overview of the information currently being collected and the additional data elements which should be requested by the department. The evaluation framework (Appendix 6) provides more detail on current information requirements and the findings of this review.

Table 14: Examination of Ongoing Departmental Data Requirements	
Summary of Current Departmental Reporting Requirements	Areas Identified for Inclusion
✔ Outputs: Projects funded ✔ Outcomes: Jobs & placements created; duration of placements; age and grade of participants; average wages received by participants ✔ Administrative Efficiency & Partnerships: funds levered (i.e., contributions from other sources) and percentage of funds spent on managing programs	✔ Type of employer by category (i.e., band, federal, provincial, private) ✔ Type of placement by sector (i.e., administration, health, education, etc.) ✔ Better definition of information on other funding sources contributing to the program (i.e., band revenue, federal departments, etc.) ✔ National tracking of First Nations and Inuit participating in Science and Technology and Summer Student Career programs

Long-Term Information Requirements

Although the review of current reporting requirements found that the short-term information requirements are appropriate, the evaluation identified a lack of performance information to assess the long-term, intended impacts such as promoting increased graduation rates and facilitating the transition from school to work.

Most First Nation respondents stated that tracking students over the years would be an effective way to measure performance, especially in the Cooperative Education Program. However, interviewees noted that at this early stage it is not clear what type of information they should collect nor what DIAND's future needs will be. First Nations and Inuit respondent suggestions for indicators include: drop-out / graduation rates; absentee rates; careers selected, withdrawals from programs, and changes in students' academic marks, self-esteem, and the transition from school to work. All respondents of the regional implementing organizations stated that the best way to measure the impacts of the strategy is to ask students and employers to evaluate the strategy. However, First Nations respondents acknowledged that it would be difficult to assess whether or not program performance was due to the strategy. Those we interviewed cautioned that it would be difficult to attribute changes in the indicators to the strategy as they are also influenced by other factors such as social conditions and lack of employment opportunities.

Figure 11 presents a summary of potential performance indicators to assess long-term impacts and associated data collection methods. More detailed information is contained in the evaluation framework.

coordinators found that currently they have no plans to undertake a long-term evaluation, they expressed a high level of interest in doing so. At present, their focus is on enhancing Strategy

Nation directed, regional approach is best suited to assess long-term impacts. Regional departmental officials were in agreement that First Nations and their regional implementing

The evaluation identified the following *principles for collecting long-term performance indicators* and for undertaking the future evaluation:

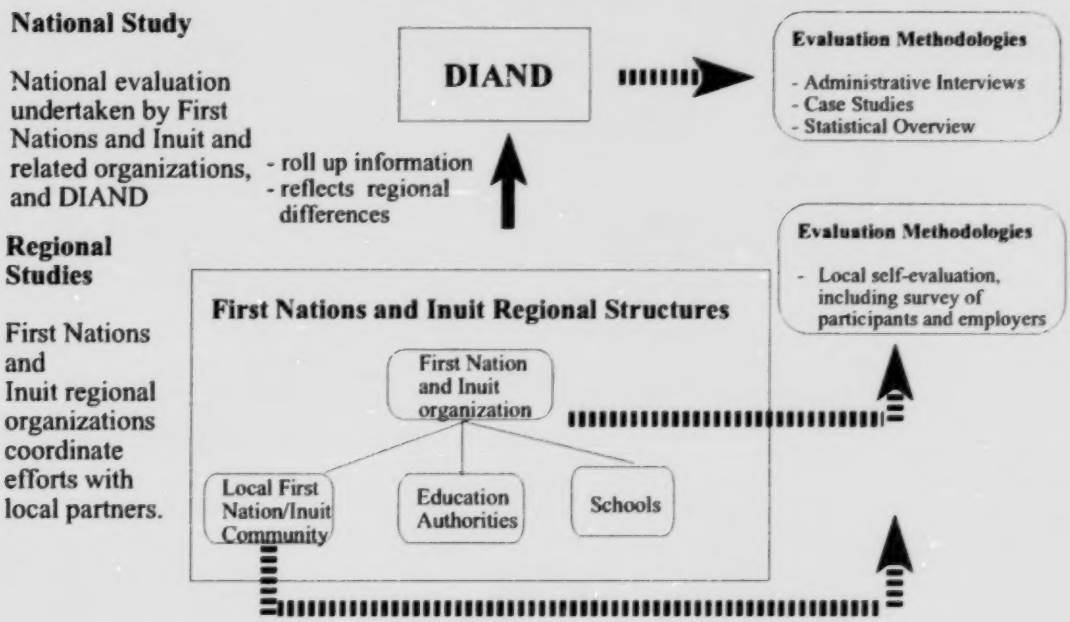
- First Nations and Inuit and DIAND need to work together to define their information needs;
- A performance framework should reflect local needs. First Nations and Inuit partners are managing programs and require information to ensure that programs reflect the needs of students and employers;
- Performance monitoring should be relevant to First Nations and Inuit and departmental local, regional and national information needs, as well as reflect those of central agencies; and
- The list of indicators should be concise, reflecting the size of the initial investment in programming and not be overly expensive or burdensome.

FIGURE 11: ***KEY LONG-TERM PERFORMANCE INDICATORS & DATA SOURCES***

Selected Evaluation Issues	Key Indicators	Suggested Primary Data Sources
✔ **Strategy Relevance & Rationale**	Ongoing trend in program outputs (eg: change in jobs created, percentage of eligible youth participating, etc...) Local, regional & national Aboriginal youth long-term employment profile	✔Ongoing program reporting ✔Statistics Canada
✔ **Long-Term Impacts** ➢Graduation rates ➢Transition from school to work ➢Youth employment ➢Relevance of work to future employment	Graduation rates of participating & non-participating youth Rate of participants and non participants continuing their post-secondary education, finding employment Participant and non-participant long-term employment, income profile	✔Local self-evaluations, including targeted local and regional surveys of participants & employers
✔ **Client Satisfaction**	Perceptions of youth, employers & First Nation and Inuit representives on self-esteem, skills match, satisfaction, etc...	✔Long-term national evaluation

The evaluation framework (Appendix 6) identifies an approach for collecting the long-term performance information and for the conduct of the future evaluation. This approach involves First Nations and Inuit and DIAND working together on the development of evaluation tools to support the collection of information to track the long-term impacts of the strategy. Figure 12 presents an overview of this proposed approach which involves working with First Nations and Inuit to develop the necessary evaluation tools such as local self-evaluation guides and First Nations and related organizations involved in their implementation.

Figure 12: Proposed Approach for Future DIAND Youth Strategy Evaluations


National Study
National evaluation undertaken by First Nations and Inuit and related organizations, and DIAND
DIAND
Evaluation Methodologies
- Administrative Interviews
- Case Studies
- Statistical Overview
- roll up information
- reflects regional differences
Regional Studies
First Nations and Inuit regional organizations coordinate efforts with local partners.
First Nations and Inuit Regional Structures
First Nation and Inuit organization
Local First Nation/Inuit Community
Education Authorities
Schools
Evaluation Methodologies
- Local self-evaluation, including survey of participants and employers

Section 6 - Lessons Learned and Best Practices

There are many lessons learned and best practices to share with other communities described below.

Implementation of the Strategy

First Nations Organizations: In case studies, we observed that in regions where First Nations organizations administered programs, the strategy was implemented more quickly as existing networks and structures were used to communicate the objectives of the strategy and provide direction on how to set up a program. First Nations organizations were better able to address concerns on a regional level while in other regions individual communities had to deal with problems on their own.

Best Practice Example

One region provided additional funds to First Nations organizations to implement and administer the strategy. The region realized that initial, start-up resources were required for administrative assistance to transfer responsibilities in a short time frame.

Communication

Communicating Information in a Useful Way: First Nations and Inuit prefer using existing structures, such as education committees, conferences, workshops, or First Nations and Inuit organizations to learn about programs. While DIAND has provided information, such as the program guidelines and a manual on cooperative education, they are not the most effective as a communication tool. Many respondents noted that it is easier to learn from each other, especially from communities that have successfully implemented the strategy.

Best Practice Example

A First Nations organization in one region held a workshop with community representatives to explain the strategy, how to apply for programs, and how to set up programs. Regular follow-up teleconferences have been held to share experiences and to work out common problems.

Best Practice Example

One First Nation organization sends out a newsletter via facsimile with information on current activities in communities. The First Nation organization commented that other communities have contacted a featured community (in the newsletter) to request if their students might participate in a program or activity.

Program Effectiveness

Recruiting Students and Employers: First Nations and Inuit stakeholders report considerable success recruiting employers and students. Communities recruit students through advertisements in newspapers, notices in malls, newsletters, school assemblies, or other announcements. Respondents report that there is no shortage of students applying for the Summer Student Career Placement and Cooperative Education programs.

Coordination at the Local Level: We observed through interviews and case studies that in several communities, coordinators for the Summer Student Career Placement and Cooperative Education programs work closely together. The coordinators indicated that they share information, work together on committees, and share a common pool of employers. This interaction is believed to benefit students and many end up participating in both programs.

Best Practice Example

One First Nations organization encourages several First Nations to work together to share expertise. For example, three British Columbia communities are working together on the Summer Student Career Placement Program by sharing placements.

Summer Student Career Placement Program: First Nations and Inuit respondents reported providing a broad range of placements to students. The Statistical Overview also shows that most communities offer 4 to 8 week placements which respondents believe allow more students the opportunity to obtain a job placement.

Science and Technology Camps Program: The Statistical Overview indicates that science camps are geared toward students between 12 and 13 years of age which is different from the original guidelines which target students from 12 to 20 years. Some First Nations and Inuit respondents indicated that they had younger children participating in camps. Case study respondents believe that as interest grows, additional camps geared to older students will be needed.

Through case studies and a review of program progress reports, we observed that successful camps were those that made use of existing resources, such as university computer labs, or those that contained a traditional component.

Best Practice Example

One First Nation organization encourages communities to access, whenever possible, "ready-made" programs from universities or other agencies. This First Nation organization reports keeping an inventory of existing camp programs and resources around the province and refers First Nations to them. The organization also reports contacting resource-based agencies to develop a new camp or include activities in First Nations camps (e.g., visit to a hydro dam).

Best Practice Example

Many First Nations organizations have put a cap on spending for the camps and encourage communities to match the funds.

Best Practice Example

One First Nation organization developed a mobile science camp program that allows many communities across the province the opportunity to expose students to science. The program has developed a curriculum for First Nations students and also provides professional development and training opportunities for teachers in local schools.

Cooperative Education Program: In our case studies, we observed that successful cooperative education programs have a number of common features:

- a full-time coordinator to work with students and recruit employers;
- well developed curriculum and classroom work as well as job placements;
- manuals and other communication materials to explain program objectives to students, parents, teachers, and employers;
- on and off-reserve partnerships with the private sector and government agencies providing a wide range of jobs and potential career opportunities;
- extensive planning and preparation is put into developing the program;
- support in the community, usually a resolution from the Chief and Council or school board; and
- coordinators work closely with their counterparts administering the Summer Student Career Placement and Science and Technology Summer Camp programs to combine efforts.

In our case studies, we observed that if the above conditions are present, both streams of programming, one geared to regular students and the other to those with special needs, work well.

Best Practice Example

Because of the limited funding, one First Nation organization decided to focus the Cooperative Education Program on schools that can provide resources and employment opportunities for students. Only schools with at least 30 participants and established on and off-reserve partnerships were selected for the program.

Community Support

Political Support: First Nations respondents reported that the support of Chief and Council is an integral part of success. Often the Chief, Council, and education authorities are also actively involved in promoting their community and recruiting employers.

Best Practice Example

In one community, all political leaders and agencies are involved in promoting its programs and recruiting employers to participate in the Summer Student Career Placement and Cooperative Education programs. Chief and Council actively seek out partners from all sectors on and off-reserve that interact with this First Nation organization.

Community Involvement: First Nations respondents report that integrating the strategy's objectives into the community's economic plans and activities is also a factor in program success. Respondents also believe community support is important to help students address problems.

Best Practice Example

One regional First Nation organization noted a problem with "spring drop-off." Many adult students have family responsibilities and find it a challenge to stay in school or travel to a job placement. Program coordinators have made arrangements to help students with these obligations by having them work one day a week or to travel one week out of the month to gain their work experience. The First Nation organization commented that "drop-off" has been reduced.

Expansion of Existing Programs

Building on Existing Programs: In interviews, we found that several communities used program funds to expand existing youth programs, in particular summer employment and cooperative education programs.

Partnerships

On and Off-Reserve Partners: Both DIAND and First Nations and Inuit respondents stated that on and off-reserve partnerships are the key to providing a broad range of summer and cooperative job placements. Off-reserve placements expand upon opportunities available on-reserve.

Leveraging Funds: The Statistical Overview found that on average communities leverage 28% of total spending on the strategy. In one case study, we found a community where 85% of funds spent came from band revenues.

Access to Other Federal Programs: First Nations and Inuit interviews indicated that DIAND programs are only one source of youth programming for communities. We interviewed First Nations not participating in the strategy who also reported accessing HRDC programs such as the Summer Employment Development Program, the Native Internship Program, and Youth Service Canada.

Reporting

Incentives to Report: DIAND headquarters and regional staff reported some problems with obtaining reporting information. Some respondents believe incentives, whether positive or negative, may be needed to obtain reporting information.

Best Practice Example

One First Nation organization holds back 10% of program funds that are allocated to member communities when they submit their evaluation forms. We also found that the First Nation organization included information about the importance of reporting in its program information booklets sent out to members. Respondents reported that this method works well.

Best Practice Example

One DIAND region reported holding back 50% of program funds until First Nations submitted their evaluation forms. The region indicated that this has been found to work effectively.

Section 7 - Suggested Improvements

Strategy stakeholders identified many suggestions for improvements to the strategy and its programs. Some are directed at the department while others are what First Nations and Inuit would like to improve at the local level.

DIAND

DIAND and First Nations and Inuit respondents made the following suggestions for how DIAND could improve the strategy.

- The original strategy did not deal with the many out-of-school and unemployed youth, especially those in remote communities. Respondents stated that there should be a program for out-of-school and unemployed youth. They suggested that the strategy should encourage students to create new business employment opportunities.

- DIAND should distribute information about programs as soon as possible. This will help First Nations who need more time to consult and develop programs.

- Regions would like to transfer activities such as regional coordination and administration of the strategy to First Nations regional organizations, but in some cases organizations are reluctant to take the responsibility. Some regional respondents stated that the strategy should include a separate amount for First Nations organizations to administer the program. Respondents suggested the funds could be a percentage of the overall strategy funds eliminating the need for separate accounting.

- DIAND regional staff's role should consist of ongoing contact with communities and progress reviews. Regional staff state that the focus should be on monitoring, not program administration.

- Regional respondents suggested shorter guidelines for each program to facilitate communication and allow First Nations flexibility. Since First Nations design their own programs, they believe a lengthy policy is not needed.

- Several First Nations respondents believe the guidelines of the summer camps should be changed to allow younger children to participate in the program.

- Regional respondents indicated that DIAND should help First Nations establish a forum to share best practices and other experiences. Respondents also suggested DIAND play a role in informing communities about other federal programs available to them, such as those offered by Industry Canada and HRDC.

First Nations

First Nations respondents identified several areas to improve programs.

- First Nations need to develop more jobs in students' career related fields of interest and should share placements among communities if necessary.

- The student selection and matching process needs to be improved to permit students to gain employment opportunities in their field of study. In some communities, placements are limited or are given out on a rotational basis so some students may not have the opportunity to pursue their preferred job.

- First Nations suggested their elders be included in the implementation and delivery process. Elders can teach about traditional ways and link the students to other initiatives in the community.

- Some respondents suggested including the development of an anti-racism strategy for the workplace into First Nations communities programs. Respondents believe this would build upon the observed improvement in Aboriginal/non-Aboriginal relations flowing from job placement involvement in some sites.

- It was suggested that a better orientation structure for local coordinators and teachers working with cooperative education was needed. Orientation activities should be similar to those prepared for coordinators who implement the program.

- First Nations respondents suggested a dedicated coordinator to recruit employers, assist students, and communicate with parents and the school is essential for the Cooperative Education Program. For larger communities, a full-time coordinator should be hired while smaller communities might pool their resources and use one person to administer the Summer Student Career Placement Program and the Cooperative Education Program.

Communication

Respondents suggested that First Nations models of cooperative education and science programs be discussed at a national meeting to facilitate sharing of ideas on alternatives for administering the programs. One suggestion was to have a conference with First Nations cooperative education coordinators from across Canada.

- Two communities volunteered to give presentations to other communities about their own programs in an effort to help them set up a new cooperative education program.

Resources

- Some First Nations respondents would like to see more resources and time allocated to cooperative education program orientation for teachers in schools.

- Respondents suggested that the government provide additional funds to cover the extra cost of insurance for students in job placements off-reserve.

- First Nations organizations and coordinators at the local level want DIAND to increase resources, so that for the Summer Student Career Placement Program youth can be transported to jobs outside of the community.

Reporting and Evaluation

First Nations respondents noted the need for a formal long-term evaluation. They expressed an interest in wanting to be involved in evaluating their own programs and directing such a study.

Section 8 - Conclusions and Recommendations

This section presents conclusions and recommendations associated with the evaluation. Overall, the evaluation found that First Nations had positive experiences with the strategy and there is a strong view that short-term impacts have been achieved. In addition, many suggestions for improvements, such as establishing programs for out-of-school and unemployed youth, have been addressed by the addition of two new programs to the renewed strategy. Some First Nation officials, particularly representatives of the Implementing Organizations noted the need for increased resources to be devoted to the administration of the programs. In most cases, the adoption of the delivery of the strategy by these organizations is being done by utilizing existing human resources.

While the strategy is viewed by all stakeholders as a success, there are still some areas that need improvement and will assist in making the strategy more effective.

Implementation of the Strategy

Most First Nations interviewed indicated that they were aware of and participated in the Summer Student Career Placement and Science and Technology Summer Camp programs. However, interviews with eligible First Nations schools indicate that communities require more information about the Cooperative Education Program. Those interviewed tend to look toward Aboriginal forums and communication material to assist them in developing a program.

Recommendation 1 :

> **It is recommended that increased activities and resources be devoted to capacity building among First Nations and Inuit and related organizations to support them in implementing the strategy.**

First Nations and DIAND both have a role in capacity building. Areas idenfitied by the evaluation include:

- information sharing, networking and communications.
- First Nations respondents offered many suggestions revolving around the sharing of information and building capacity among local coordinators responsible for delivering strategy programs. Best practices include monthly conference calls of program coordinators, newsletters, and regional and national workshops. In terms of communication materials, a best practice includes short information booklets prepared by a First Nations organization to explain the strategy to its member communities.
- strengthening administrative and human resources.

Departmental and First Nations representatives noted resource constraints in administering the strategy at the local level. An increased focus on ensuring adequate resources are available for administrative and capacity building activities would strengthen the long-term implementation of the strategy. Best practices included having financial resources and experienced coordinators to administer the strategy's program. Case studies show that coordinators, especially those responsible for the Cooperative Education Program, require strong administrative and program development skills to undertake activities such as recruiting employers and developing curriculum. Other best practices of sharing resources and expertise included smaller First Nations using one coordinator to administer all their youth programs, and hiring students from one program to help administer another strategy program. These activities should be encouraged across all regions.

Delivery Models

The evaluation examined the variety of delivery models currently being used across the country. Most respondents believe that a decentralized approach where First Nations organizations administer the strategy's programs on behalf of communities appears to be the most effective. Case studies indicate that First Nations organizations are able to respond more quickly to set up programs because they use existing structures to administer them. First Nation organizations also appreciate the opportunity to enhance capacity building efforts which were found to occur less in those regions where DIAND administers the strategy.

Recommendation 2 :

> **It is recommended that all DIAND regional offices continue their efforts to encourage First Nations and Inuit regional organizations to adopt the management of the strategy. To assist this, the department may need to consider providing a financial support to First Nation and Inuit organizations to administer the strategy, as has been done in the Quebec Region.**

The transfer of responsibilities reflects the general direction the department has taken with regards to local programming and reflects the staff complement in regional offices. While this approach will alleviate the administrative burden felt by DIAND regional coordinators, it may transfer this concern to First Nations organizations which in some cases are already reluctant to take on the administration of the strategy. The regions will need to engage in dialogue with First Nations to identify barriers or concerns associated with the management of programs and the associated administrative resources required. The department may need to consider providing a financial support to First Nation organizations to administer the strategy, as has been done in the Quebec Region.

The transfer will provide First Nations organizations with the opportunity to control the quality and direction of programs. The approach may also help create economies of scale by allowing First Nations to share resources, and by possibly lowering the overall amount First Nations in the region spend on managing the strategy, as has been done in Saskatchewan and Quebec. This approach may also allow for more exchange and sharing of ideas among First Nations communities.

DIAND regions will need to engage in dialogue with First Nations to identify the most appropriate model for them and to resolve any concerns about administering the strategy. DIAND and First Nations may also wish to consider other models being utilized by other departments. For example, Human Resources Development Canada, Industry Canada, and Foreign Affairs and International Trade have agreements with the Assembly of First Nations for the delivery of components of their youth programming. Consideration should be given to consulting these third parties to obtain lessons learned and best practices from these models.

Ongoing Reporting

While DIAND respondents are confident that program funding has been spent appropriately, current reporting does not provide information to reflect this situation. The Statistical Overview found that reporting among regions is not consistent. The amount expended and the number of placements created are under-reported and substantially understate program outputs and outcomes in some regions. The annual First Nation financial audit can be used to verify the amounts expended on the programs. A best practice to encourage timely and consistent program reporting is where regions and/or First Nations regional implementing organizations have held back a percentage of funds.

The evaluation forms which collect information on the ongoing program outputs and outcomes were generally found to be sufficient; however, the evaluation identified a number of enhancements to improve the quality of reporting. These include the addition of information on the type of employers recruited to assess employment sectors where the programs have been most effective, and the type of skills/positions created.

Recommendation 3 :

> **DIAND regional offices should ensure that annual First Nations and Inuit audit reports are tracking Youth Strategy expenditures. It is recommended that the timeliness and level of submissions of program evaluation forms be improved.**

Recommendation 4 :

> **The evaluation forms should be enhanced to include information on the type and number of employers participating in the strategy, the types of skills/positions undertaken and the sources of additional funds contributed to the programs.**

Recommendation 5 :

> **The department should work with First Nations and Inuit and other departments involved in Aboriginal youth programming to promote consistency in the reporting requirements across federal departments.**

Long-Term Performance Measurement

First Nations and DIAND utilize performance information to assist in the management and delivery of the program to ensure that the programs in the strategy are effective and that the needs of youths are being met. First Nations noted a strong interest in undertaking evaluations of their programs and tracking information to assess the long-term impacts of the strategy, but noted that they are unsure of the type of informaiton to collect. On its part, DIAND needs to collect information to account to Parliament on the outcomes of the funds it manages. This need will grow as funding for the strategy has doubled. At the same time, regions and First Nations are reluctant to engage in extensive data collection and want to ensure that the long-term tracking of the program is in keeping with the size of the initiative. Therefore, DIAND needs to work with First Nations to decide which indicators it wants to measure and what is the most cost-effective approach. The evaluation framework accompanying this report identifies potential long-term indicators, associated information requirements, and approaches for its collection.

A shared understanding of reporting is important as both DIAND and First Nations will use this information in decision-making. First Nations currently collect information on an informal basis but would benefit by consolidating efforts and formalizing the reporting process. This will allow First Nations the opportunity to share information with communities across Canada and to identify opportunities for program efficiencies and economies of scale.

Recommendation 6 :

> **It is recommended that DIAND identify, in consultation with First Nations and Inuit, performance measurement indicators that will assist both partners to measure the long- term success of the strategy.**

Recommendation 7 :

> **For the long-term evaluation of the strategy, it is reccommended that a partnership approach be undertaken by the department and First Nations and Inuit. This process should include Aboriginal youth and use the evaluation framework developed in the course of this current interim evaluation as a starting point.**

It is also suggested that DIAND continue to work with First Nations and implement any future evaluation in full partnership with them.

Summary of Regional Allocations for the Youth Strategy 1996-1997

Summary of Regional Allocations for the Youth Strategy 1996-1997			
Region	**Summer Student Career Placement Program**	**Science and Technology Camps Program**	**First Nations Schools Cooperative Education Program**
Atlantic	$359,900	$48,000	$96,000
Quebec	$646,640	$96,000	$544,000
Ontario	$1,294,460	$136,000	$512,000
Manitoba	$829,540	$120,000	$768,000
Saskatchewan	$710,360	$104,000	$608,000
Alberta	$702,100	$112,000	$416,000
British Columbia	$973,500	$96,000	$256,000
Yukon	$53,100	$8,000	-
Northwest Territories	$330,400	$80,000	-
Headquarters*	$100,000	-	-
Canada	$6,000,000	$800,000	$3,200,000

Source: DIAND headquarters data, February 1997.
(*) Allocated to national First Nations organizations.

Action Plan

ACTION PLAN

INTERIM EVALUATION OF FIRST NATIONS AND INUIT YOUTH EMPLOYMENT STRATEGY

Preamble: The development of this action plan, its implementation and all activities related to First Nations and Inuit youth employment programming will be achieved through a partnership between DIAND, AFN and ITC. A national working committee will be established comprised of three representatives from each partner.

(1) **Recommendations**	(2) **Report Pg #**	(3) **Action Plan**	(4) **Resp. Manager & Title**	(5) **Planned Completion Date**
Conclusions and Recommendations				
Implementation of the Strategy ***Conclusion***: Most First Nations interviewed indicated that they were aware of and participated in the Summer Student Career Placement and Science and Technology Summer Camp programs. However, interview with eligible First Nations schools indicate that communities require more information about the Co-operative Education Program. Those interviewed tend to look toward Aboriginal forums and communication material to assist them in developing the program. First Nations and DIAND both have a role in capacity building. Areas identified by the evaluation include: information sharing, networking and communications; and, strengthening administrative and human resources. ***Recommendation:*** It is recommended that increased activities and resources be devoted to capacity building among First Nations and Inuit and related organizations to support them in implementing the Strategy.	47	The National Working Committee will coordinate research and the establishment of a database that will include information on the programs, curriculum material developed and success stories. The committee will identify means of sharing the information among communities e.g. webpage, newsletter. The Committee will also identify and recommend activities to support capacity building among First Nations and Inuit and related organizations.	National Working Committee/ LEHD	**January 1998:** Establishment of the National Working Committee **March 1999:** Completion of Database **1998 - 1999:** Identification of activities and resources

(1) Recommendations	(2) Report Pg #	(3) Action Plan	(4) Resp. Manager & Title	(5) Planned Completion Date
Delivery Models ***Conclusion:*** The evaluation examined the variety of delivery models currently being used across the country. Most respondents believe that a decentralized approach where First Nations organizations administer the Strategy's programs on behalf of communities appears to be the most effective. Case studies indicate that First Nations organizations are able to respond more quickly to set up programs because they use existing structures to administer them. First Nations organizations also appreciate the opportunity to enhance capacity building efforts which were found to occur less in those regions where DIAND administers the Strategy. The transfer of responsibilities reflects the general direction the department has taken with regards to local programming and reflects the staff complement in regional offices. While this approach will alleviate the administrative burden felt by DIAND regional coordinators, it may transfer this concern to First Nations organizations which in some cases are already reluctant to take on the administration of the Strategy. The regions will need to engage in dialogue with First Nations to identify barriers or concerns associated with the management of programs and the associated administrative resources required. The transfer will provide First Nations organizations with the opportunity to control the quality and direction of programs. The approach may also help create economies of scale by allowing First Nations to share resources, and by possibly lowering the overall amount First Nations in the region spend on managing the Strategy, as has been done in Saskatchewan and Quebec. This approach may also allow for more exchange and sharing of ideas among First Nations communities. DIAND regions will need to engage in dialogue with First Nations to identify the most appropriate model for them and to resolve any concerns about administering the Strategy. DIAND and First Nations may also wish to consider other models being utilized by other departments. For example, HRDC, Industry Canada, and Foreign Affairs and International Trade have agreements with the AFN for the delivery of components of their youth programming. Consideration should be given to consulting these third parties to obtain lessons and best practices from these models. ***Recommendation:*** It is recommended that all DIAND regional offices continue their efforts to encourage First Nations and Inuit regional organizations to adopt the management of the Strategy. To assist this, the department may need to consider providing financial support to First Nations and Inuit organizations to administer the Strategy, as been done in the Quebec Region.	48	LEHD will discuss the issue with regions to get a picture of the current situation. Regions will meet with tribal/regional organizations to seek their adoption of the management of the strategy or to see possible alternatives such as co-management. Regions will also assess the need of providing additional funding. Regions will inform headquarters of the results of their discussions. LEHD will report to the National Working Committee.	Robert A. Coulter Director, LEHD Regional Directors General	**April 1998:** National diagnostic of current situation **1998 - 1999:** Regions to discuss with First Nations and Inuit organizations and report to headquarters **1998 - 1999:** First Nations and Inuit to adopt the management of the strategy **1998 - 1999:** Status Reports provided to the National Working Committee

(1) **Recommendations**	(2) **Report Pg #**	(3) **Action Plan**	(4) **Resp. Manager & Title**	(5) **Planned Completion Date**
Ongoing Reporting ***Conclusion:*** While DIAND respondents are confident that program funding has been spent appropriately, current reporting does not provide information to reflect this situation. The Statistical Overview found that reporting among regions is not consistent. The amount expended and the number of placements created are under-reported and substantially understate program outputs and outcomes in some regions. The annual First Nations financial audit can be used to verity the amounts expended on the programs. A best practice to encourage timely and consistent program reporting is where Regions and/or First Nations regional implementing organizations have held back a percentage of funds. The evaluation forms which collect information on the ongoing program outputs and outcomes were generally found to be sufficient; however, the evaluation identified a number of enhancements to improve the quality of reporting. These include the addition of information on the type of employers recruited to assess employment sectors where the programs have been most effective, and the type of skills/positions created. ***Recommendation:*** DIAND regional offices should ensure that annual First Nations and Inuit audit reports are tracking Youth Strategy expenditures. It is recommended that the timeliness and level of submissions of program evaluation forms be improved.	49	DIAND's regional funding services will endeavour to identify expenditures through band and Inuit organizations audits. LEHD will propose changes to reporting timeframes that will reduce the number of reporting requested.	RDGs	**July 1998:** Regions will report findings. **July 1999:** Regions will report findings. **April 1998:** Letter to all RDGs indicating changes in reporting timeframes.
Recommendation: The evaluation forms should be enhanced to include information on the type and number of employers participating in the Strategy, the types of skills /positions undertaken and the sources of additional funds contributed to the programs.	50	The National Working Committee will review all evaluation forms and make recommendations on changes required in order to improve reporting from communities and administering organizations.	National Working Committee	**March 1999**

(1) **Recommendations**	(2) **Report Pg #**	(3) **Action Plan**	(4) **Resp. Manager & Title**	(5) **Planned Completion Date**
Recommendation: The department should work with First Nations and Inuit and other departments involved in Aboriginal Youth programming to promote consistency in the reporting requirements across federal departments.	50	The National Working Committee will compare the various federal departments reporting requirements to identify major differences. LEHD will facilitate an interdepartmental meeting with the National Working Committee to discuss the issue and seek possible harmonization.	National Working Committee Robert A. Coulter Director, LEHD	**March 1999**

(1) **Recommendations**	(2) **Report Pg #**	(3) **Action Plan**	(4) **Resp. Manager & Title**	(5) **Planned Completion Date**
Long-Term Performance Measurement ***Conclusion:*** First Nations and DIAND utilize performance information to assist in the management and delivery of the program to ensure that the programs in the Strategy are effective and that the needs of youths are being met. First Nations noted a strong interest in undertaking evaluations of their programs and tracking information to assess the long-term impacts of the Strategy, but noted that they are unsure of the type of information to collect. Ont its part, DIAND needs to collect information to account to Parliament on the outcomes of the funds it manages. This need will grow as funding for the Strategy has doubled. At the same time, regions and First Nations are reluctant to engage in extensive data collection and want to ensure that the long-term tracking of the program is in keeping with the size of the initiative. Therefore, DIAND needs to work with First nations to decide which indicators it wants to measure and what is the most cost-effective approach. The evaluation framework accompanying this report identifies potential long-term indicators, associated information requirements, and approaches for its collection. A shared understanding of reporting is important as both DIAND and First Nations will use this information in decision-making. First nations currently collect information on an informal basis but would benefit by consolidating efforts and formalizing the reporting process. This will allow First nations the opportunity to share information with communities across Canada and to identify opportunities for program efficiencies and economies of scale. ***Recommendation:*** It is recommended that DIAND identify, in consultation with First Nation and Inuit, performance measurement indicators that will assist both partners to measure the long-term success of the Strategy.	50	The National Working Committee will work with the Audit and Evaluation Branch and the Program Data Directorate to identify performance measurement indicators, both quantitative and qualitative, which will reflect First Nations and Inuit specific outcomes. These indicators will be used for the long term evaluation of the Strategy.	Robert A. Coulter Director, LEHD	**May 1998**

(1) **Recommendations**	(2) **Report Pg #**	(3) **Action Plan**	(4) **Resp. Manager & Title**	(5) **Planned Completion Date**
Recommendation: For the long-term evaluation of the Strategy, it is recommended that a partnership approach be undertaken by the department and First Nations and Inuit. This process should include Aboriginal youth and use the Evaluation Framework developed in the course of this current interim evaluation as a starting point.	50	The Departmental Audit and Evaluation Branch will involve the National Working Committee in the design and completion of the Long Term Evaluation, including: development of terms of reference; selection of the consultants; and the review and approval of the evaluation framework. The Committee will seek participation from regional First Nations and Inuit organizations. The AFN and ITC will select First Nations and Inuit youth to be involved in the design and completion of the evaluation.	Marie-France Dauray-Boult Director General Audit and Evaluation Branch Robert A. Coulter Director, LEHD AFN and ITC	**August 1998** **Fall 1998** **Fall 1998**

TERMS OF REFERENCE

TERMS OF REFERENCE
INTERIM EVALUATION OF THE DIAND YOUTH STRATEGY PROGRAM

BACKGROUND:

The Department of Indian Affairs and Northern Development (DIAND) initiated the Youth Strategy Program in April 1996. The overall objective of the Strategy is to provide First Nations and Inuit youth with career related opportunities to assist entry into the labour force.

The strategy consists of three distinct components: (a) the First Nations and Inuit Summer Student Career Placement Program; (b) the First Nations and Inuit Science and Technology Summer Camp Program; and, (c) the First Nations Schools Co-operative Education Program. The first two components began in the summer 1996 and the Co-operative Education Program commenced in September 1996.

The Summer Student Career Placement Program provides wage contributions to assist students in obtaining career related work experience. The Science and Technology Summer Camp Program aims to promote science and technology as career choices. The Co-operative Education Program aims to establish or enhance existing co-operative education programs in First Nations schools.

The initiation of the Youth Strategy Program became possible with the announcement in the March 1996 Budget, reallocating $315 million of budget savings ($105 million per year) to help create employment opportunities for young Canadians for the following three years. For the 1996-1997 fiscal year, $10 million has been allocated to the DIAND Youth Strategy initiative.

NEED:

The department has committed to Treasury Board to undertake an interim evaluation of the initial implementation of the strategy.

SCOPE:

The interim evaluation will assess the initial performance and short-term impacts of the strategy and its components.

ISSUES: The interim evaluation will address the following issues:

- What is the status of program implementation and what are the critical phases of the administrative delivery systems?
- How effective and efficient has the initial implementation of the strategy been?
- What have been the intended and unintended short-term impacts of the strategy?
- What are the best practices and lessons learned?
- What improvements can be made and what are the options for future programming?

APPROACH: The interim evaluation will be managed by a Senior Evaluation Manager from the Departmental Audit and Evaluation Branch (DAEB) in consultation with an evaluation advisory committee. This committee will consist of representatives of DIAND headquarters and two regional offices, the Assembly of First Nations (AFN) and a participating First Nation.

The interim evaluation will be undertaken by DAEB through the use of in-house and contracted resources. The primary evaluation methods will consist of interviews with a sample of participating students, First Nation co-ordinators, and employers. Reviews will be undertaken at two to three DIAND regional offices and at headquarters. On the basis of the planning documents and findings of the interim evaluation, a performance measurement framework will be produced to assess long-term impacts for future evaluation.

RESOURCES & TIMEFRAME: It is estimated that the evaluation will cost up to $60K. An initial draft of the evaluation is to be completed by March 1996.

APPROVED BY:

Jack Stagg
Assistant Deputy Minister
Policy and Strategic Direction
October 17, 1996

Departmental Audit and Evaluation Branch
Corporate Services
Department of Indian Affairs and Northern Development

Evaluation of the DIAND Youth Strategy

Summary of Findings with First Nations Stakeholders

Appendix 1
96/26

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Introduction

In March 1996 the Government of Canada announced that $315 million over three years would be set aside to help create employment opportunities for young Canadians. The lead department for the federal Youth Strategy is Human Resources Development Canada. The Department of Indian Affairs and Northern Development (DIAND) is a new partner in the strategy and was allocated $10 million in 1996-1997 to initiate programs.

DIAND's Youth Strategy is targeted to First Nations (FN) communities on-reserve and Inuit communities in the North. DIAND's Youth Strategy consists of three distinct programs:

- First Nations and Inuit Summer Student Career Placement Program;
- First Nations and Inuit Science & Technology Summer Camp Program; and
- First Nations Cooperative Education Program.

The first two programs began in the summer of 1996 while the Cooperative Education Program began in September, and January 1997 for many schools. In the case of the Cooperative Education Program many communities were still implementing their programs in the winter of 1997. The strategy was renewed in late February 1997 and DIAND is planning to continue these programs and develop two new ones. The *First Nations and Inuit Work Experience Program* will address the unemployed and out of school youth. A *First Nations and Inuit Youth Business Program* will help young people learn to create their own employment through a business.

Prairie Research Associates was asked to evaluate DIAND's original 1996-1997 Youth Strategy initiative. Since the strategy is still being implemented in many communities, the focus of the evaluation is on short term impacts observed during the first year of implementation and lessons learned to date.

Purpose of the Report

The evaluation study is based on several lines of evidence, including: visits to selected DIAND regions, file reviews, focus groups with students, case studies, and interviews with First Nations stakeholders. This appendix to the final evaluation report summarizes the findings of telephone interviews with First Nations stakeholders. The purpose of the report is to provide one line of evidence to address the evaluation issues. The report examines the implementation of the strategy and provides interviewees' perceptions on the short term impacts of the strategy, lessons learned to date, and suggestions for future improvements.

Methodology

The Departmental Audit and Evaluation Branch (DAEB) provided PRA with a list of four First Nations stakeholder groups to interview:

- First Nations and Inuit organizations involved in implementing the strategy;
- First Nations youth program coordinators;
- First Nations schools participating in the Cooperative Education program; and,
- First Nations schools that did not participate in the strategy.

DAEB undertook the planning of the evaluation, including the sampling design, selection of the First Nations to contact, and the development of draft interview guides which PRA pretested and modified. DAEB made the initial contact with the potential respondents through a letter announcing the study and requesting participation in the telephone interviews. PRA followed up by telephone to identify the appropriate contact person, to arrange an interview or to conduct an interview directly.

Table 1 provides a breakdown of First Nations contacted and interviewed. We contacted a total of 103 First Nations organizations and completed interviews with 95 of them for a response rate of 92%. On average PRA made 4 call backs per respondent. We were unable to arrange interviews with only several First Nations organizations.

Table 1

First Nation Stakeholder Interviews					
Region	**First Nation Coordinators**	**Participating Schools (Coop)**	**Non-Participating Schools**	**FN Implementing Organizations**	**Regional Total**
Total Contacted	31	30	30	12	103
Total Interviewed	31	26	28	10	95
Response Rate	100%	87%	93%	83%	92%

We conducted interviews with respondents in all 9 DIAND regions. Given that the evaluation is being undertaken after only one year of operation, a small number of interviews were conducted by category in order to provide initial findings, to help establish baseline data, and to help develop indicators for future evaluations.

The views and perceptions of each stakeholder group is presented in separate sections of this report.

First Nations Stakeholder Groups

As mentioned, DAEB provided us with a sample of randomly selected potential respondents. Random selection can help ensure there is less bias among program users. For example, First Nations with varied experience are selected (not just successful ones) thereby reflecting more accurately the situation across the country. However, a random sample might also include respondents with limited knowledge and experience. This was our experience with many respondents who had minimal experience with programs and gave brief answers. Several First Nations are still developing Cooperative Education Programs and this may be another reason respondents did not provide detailed responses.

First Nations Implementing Organizations - There is no clear definition of an implementing organization. However, they tend to have a regional focus and help First Nations implement the strategy's programs. These organizations include consultants, Tribal Councils, regional organizations, and educational organizations. The purpose of these interviews is to examine these organizations' activities and how they help First Nations.

First Nations Coordinators - At the outset we did not know which communities were involved with the strategy. We did not have a contact name in each community. PRA contacted the communities and identified the person responsible for youth programs which included band administrators, education authority staff, school principals, and coop coordinators. These interviews explored the communities' knowledge of the strategy.

Participating Schools - PRA contacted schools that participated in the Cooperative Education Program. The list included schools that had received program funding from DIAND. The purpose of these interviews was to find out about cooperative education and to identify lessons learned about the implementation of the strategy.

Non-Participating Schools - Non-participating schools were eligible for Cooperative Education Program funds but did not take part in the strategy. These examine whether communities have other programs and the reasons they did not participate in the program.

Structure of the Report

The report is divided into seven sections. Section 2 summarizes the findings of the stakeholder groups. Section 3 describes the role and activities of First Nation/Inuit implementing organizations and their involvement with First Nation and Inuit communities. Section 4 gives an overview of the programs and activities of randomly selected communities. Section 5 provides details about the cooperative education programs of participating First Nation schools. Section 6 summarizes the findings of interviews with First Nation schools that did not participate in the strategy. Section 7 presents our conclusions.

Overall Findings

- the majority of respondents were aware of the strategy's programs and had received information from DIAND or their First Nations organizations (i.e., band, school board, etc.). However, many of the non-participating schools did not know very much about the programs.

- First Nations and Inuit communities found out about the strategy late in the school year. The remaining time in May and June to implement the program was very short. Under this constraint First Nations still implemented the Strategy's Summer Science and Technology Camps, and Summer Student Career Placement programs.

- many respondents reported that it was more difficult to develop the Cooperative Education program. Almost 65% of the schools contacted completed the planning phase and implemented their programs as of January 1997. Approximately 20% are currently in the planning phase for a summer or fall implementation. Three of the schools spoken to which were identified as participating in the program stated they are not participating.

- while most respondents commented that the strategy's objectives have been achieved, many do acknowledge that it is difficult to attribute changes in the transition to work, career choices, and increased graduation rates to the strategy. Respondents also noted that many of the students in these programs are not yet at the stage where they might be making career choices. Respondents also acknowledge it is too early to measure long term impacts such as facilitating the transition from school to work and increasing the schools' graduation rates.

- although the strategy has just been implemented and actual impacts may not be observed for years to come, the majority of respondents believe that the strategy has had positive effects. Respondents believe the objectives of instilling self-esteem in students and providing work related experience have been fully achieved.

Table 2 identifies the anticipated impacts reported by First Nations stakeholder groups who participated in the strategy's programs.

Table 2

What impacts do you anticipate the strategy will have? (n=54)					
	Implementing Organizations n=10	**First Nations Coordinators n=22**	**Participating Schools n=22**	**Total n=54**	**Percent %**
Increase levels of self-esteem and confidence	10	20	14	44	**81%**
Expose youths to new and innovative technologies	10	8	13	31	**57%**
Provide career-related employment experience	9	19	12	40	**74%**
Help youths with the transition from school to work	9	9	13	31	**57%**

- schools participating in the Cooperative Education Program stressed that the program contributes to the learning experience of youth and increases the student's perception of the importance of education for entering the labour market. Many schools also said the Summer Student Career Placement and Cooperative Education programs are essential for developing life skills that many students will need for future survival.

- First Nations stakeholder groups said that communities participating in the strategy's programs are reporting on the type of information requested in the DIAND evaluation forms. Information obtained includes the number of participants, their ages, and education levels. Schools participating in the cooperative education program collect information on placement activities, student skills, and the students' and employers' evaluation of their placement. Respondents did not report collecting other evaluation data and believe that the information presently collected is sufficient. However, most respondents believe communities should be responsible for evaluation.

- all stakeholder groups, including those that did not participate in the DIAND Youth strategy reported partnerships with other parties involved in Aboriginal youth programming. Table 3 provides a breakdown.

Table 3

Frequency of Parties Reported to be Involved in Aboriginal Youth Programming by Sample Category				
	Participating First Nations	Non-Participating First Nations	Implementing Organizations	First Nations Coordinators
Human Resources Development Canada	3	7	7	18
Health Canada	2	5	1	3
Industry Canada	2	2	2	3
Provincial Ministries	3	4	3	17
Private Sector	-	-	2	2
Other	13	7	-	23
DIAND Programs • Summer Placement • Science & Technology Camps • Cooperative Education	22		6 9 3	20 9 4

Lessons Learned/Best Practices

First Nations stakeholder groups noted several lessons learned which are discussed below.

- the timing of the strategy was a concern to all respondents. Many First Nation coordinators stated that they needed more time to prepare and develop a proposal for the programs. First Nations also reported having a difficult time getting the programs up and going in such a short period of time. First Nations in Quebec reported fewer problems with timing. This could be due in part because the infrastructure (regional educational organizations) already existed to quickly implement the programs.

- there are a limited number of jobs on-reserve and it is hard to develop and sustain a coop program if there are no jobs available. Stakeholder groups mentioned that in the future more needs to be done to develop off-reserve partnerships and contacts. A few implementing organizations and First Nation coordinators commented that for this to happen transportation costs to send students off-reserve need to be included in future program dollars.

- First Nation stakeholder groups frequently mentioned Human Resources Development Canada as a partner involved with Aboriginal youth programming. First Nations access HRDC's summer placement program most frequently. Industry Canada was also

mentioned, as was band administration, especially in the field of health and social services. These partnerships were identified as being an integral part of the program's success. A few respondents commented that more information on developing partnerships would be helpful.

- First Nation stakeholders appreciated the flexibility accorded by the program guidelines and the freedom to implement the strategy's programs.

- the strategy's programs appear to be more successful in larger communities located near towns or urban centres. Support from the band council and community also seems to be an integral part of successful programs. Communities with both these components appear to have succeeded in developing their programs and are actively seeking out on and off reserve partners.

- the jobs provided through the summer placement and cooperative education programs provide basic work experience for young people. Many jobs are in the construction, child care, and retail sectors. While these jobs may not be every student's idea of career oriented-employment, the majority of respondents believe they provide work experience and life skills essential for future employment.

- finally, First Nations thought evaluation was important to assess the long term impacts of the programs. However, several respondents were confused about the purpose of the current evaluation study and did not understand how it differed from the information they already provided to DIAND about their programs. Respondents noted that such confusion could be eliminated if they were involved in the planning of future evaluations.

Suggested Improvements or Changes

First Nations respondents made a few suggestions for improvements which are listed below.

- there should be a program for adults or youth who are not in school.

- more time to prepare proposals is needed, especially for the Cooperative Education Program, and in some cases for the summer camps program.

- First Nation respondents noted the need for a formal long term evaluation. They expressed an interest in wanting to be involved in evaluating their own programs and directing such a study.

- information about programs should be distributed as soon as possible.

- more jobs in career related fields of interest to students should be developed.

- programs need to be longer.

- the student selection and matching process needs to be improved.

DIAND has since acted upon the first suggestion. The department is in the process of introducing a new program for out of school youth and a program for youth to start their own business. The last three suggested improvements are the responsibility of First Nations as they are the ones designing and delivering the programs.

First Nations/Inuit Implementing Organisations

This section of the report summarizes the findings from the 10 interviews we conducted with representatives from First Nations Implementing Organizations.

Background

The respondents we spoke with were involved with the DIAND Youth Strategy in a variety of ways:

- organized and administered Science and Technology Summer Camp Programs;
- hired student(s) as part of the Summer Student Career Placement Program, or Cooperative Education Program;
- distributed DIAND dollars to eligible First Nations/Inuit communities to run their own Youth Strategy program; and
- advised local bands/communities on various aspects related to the Youth Strategy program, such as how to develop funding proposals as well as how to develop and implement a program.

In all but one case, DIAND contacted these organizations to inform them that funds were available for Youth programming. One respondent said their Director had heard about the program and they contacted DIAND on their own for more information. DIAND gave all organizations information on the objectives of the program and the criteria to be met when taking part in the strategy. Although a few said the information was fairly limited, they all said it was adequate in helping them develop and implement the strategy. Respondents were appreciative of the flexibility afforded to the various organizations, but some were concerned with how late the information was distributed. These respondents felt that they did not receive the information in enough time to adequately set up a program.

Implementation

A number of other groups were involved with the implementation and administration of the various programs. First Nations/Inuit schools and businesses were directly involved in the Youth Strategy. These groups administered the programs and also decided which students would participate. Tribal Councils were often responsible for recruiting potential employers, while First Nations/Inuit businesses were the main employers of students in the Summer Student Career Placement Program and the Cooperative Education Program.

Universities were also involved in the Youth Strategy. Their activities included:

- running the Science and Technology Summer Camps;
- providing housing and meals to out of town students, and
- sending graduate students to remote communities to deliver the Science and Technology Summer Camp.

Table 4 shows how the implementing organizations were involved in the Youth Strategy. Most organizations are involved with funding, proposal development, meetings and administration. First Nations communities themselves are the ones that deliver the programs.

Table 4

First Nations Implementing Organizations Activities in the DIAND Youth Strategy			
	Summer Student Career Placement	**Science & Technology Summer Camps**	**Cooperative Education Program**
Cree Regional Authority	- recruited employers for 430 students - submitted report to DIAND	- sent 25 students to Concordia University - submitted report to DIAND	- in the process of assisting school board to hire someone to develop a cooperative education program for all 9 schools in the community.
Atlantic Policy Congress of First Nations	- employed a summer student - submitted report to DIAND	Not involved.	Not involved.
Inuvialuit Regional Corporation	- received funding proposals from communities - funded eligible Inuit communities - employed students - submitted report to DIAND	- assisted in the development of a camp	Not involved.
NASKAPI Band of Quebec	- presented funding proposal to band - recruited employers and students - worked with training coordinators - submitted report to DIAND	- presented proposals to bands - worked with school psychologist to organize who will attend camps, and to identify where camps will be held - submitted report to DIAND	- presently working with school principal and various consultants to develop cooperative education program
First Nations Education Steering Committee (BC)	Not involved.	- sent out advertisement for summer camp - accepted and reviewed applications - funded eligible First Nations communities - submitted report to DIAND	- sent out advertisement for program - accepted and reviewed applications - funded eligible First Nations communities - submitted report to DIAND

First Nations Implementing Organizations Activities in the DIAND Youth Strategy			
	Summer Student Career Placement	**Science & Technology Summer Camps**	**Cooperative Education Program**
Baffin Region Inuit Association (Kakivak)	- developed funding proposal - recruited employers and students - submitted report to DIAND	- administered camp in partnership with the Kivialliq Inuit Association	Not involved.
Mi'kmawkin'masuti Education Authority	Not involved.	- developed funding proposals - developed summer camp curriculum - implemented a summer camp at Dalhousie University and one at University College of Cape Breton - collected information on students - submitted report to DIAND	Not involved.
Progressive Planning Ltd.	Not involved.	- developed funding proposals - developed summer camp curriculum - implemented 4 summer camps - collected information on students - submitted report to DIAND	Not involved.
Canadian Aboriginal Science & Engineering Association	Not involved.	- developed funding proposals - developed summer camp curriculum - implemented 4 summer camps - collected information on students - submitted report to DIAND	Not involved.

First Nations Implementing Organizations Activities in the DIAND Youth Strategy			
	Summer Student Career Placement	**Science & Technology Summer Camps**	**Cooperative Education Program**
Kativik Regional Government	- developed funding proposal - recruited employers and students - coordinate community participation - visited projects to meet students - submitted report to DIAND	- funded Kativik school board to run two camps	Not involved.

Performance/Objective Achievement

Eight of the respondents said that the objectives of the strategy have been fully achieved while two said they have been partially achieved. Some of the comments included:

- the program gives Inuit youth very good work experience.
- it exposes youths to science and math and shows them it can be fun.
- our community had a large number of students who experienced meaningful employment.

Most respondents felt the program was a good start for preparing youths in skills and knowledge to enter the labour market. However, respondents did point out that it is too difficult to tell whether this program will have any 'real' long-term effects. Two respondents were concerned that students were not matched in jobs related to their field of study. Another was concerned about the limited number of jobs on reserves, as well as the costs of transporting young people to jobs off the reserve.

All respondents felt that the program was delivered in the most cost-effective way.

Accessibility/Partnership/Sustainability

In partnership with other organizations/departments, 7 of the implementing organizations undertake other youth programming. The nature of these partnerships are strictly related to funding roles and the organizations believe these partnerships will be maintained for other youth projects. Table 5 lists the program and the affiliated party.

Respondents stated that many First Nations access funds from Human Resources Development programs, such as the Summer Career Placement Program. Along with the DIAND funds they are able to expand or enhance their programs. Given that these other funds exist, respondents said it would be more difficult to continue without the DIAND Youth Strategy but it could be done.

Table 5

Other Parties Involved in Aboriginal Youth Programming	
Agency/ Program	**Number of Responses**
Human Resources Development Canada • Challenges Program • Stay in School Program • Summer Career Placement (2) • Youth Service Canada • Pathways to Success	7
Provincial Ministries • Young Volunteers Program • Education (2)	3
Industry Canada • School Net Program	2
Private Sector	2
Health Canada • Brighter Futures	1

Impact

Table 6 shows what the respondents anticipate for the strategy.

Table 6

What impacts do you anticipate the strategy will have? (n=10)	
	Frequency
Increase levels of self-esteem & confidence	10
Expose youths to new and innovative technologies	10
Promote science and technology as a career choice	10
Provide career-related employment experience	9
Help youths with the transitions from school to work	9
Increase rates of high school graduation	5

- all of the respondents felt that the strategy will increase levels of self-esteem and confidence.

- half of the respondents believe the strategy will contribute to higher rates of high school graduation. Those who did not agree with this statement felt that many other issues need to be addressed.

Most respondents said the strategy has had a positive impact, and that students have changed their outlook on educational achievements. Respondents also said that the strategy has had an impact on the community. Their positive comments included:

- the whole community has to get involved. The parents were out there raising money for the summer camps.
- it has encouraged other kids in the community to want to get involved.
- the communities run their own summer camps and can incorporate their traditional beliefs.
- it has a positive impact on the family unit because they have a youth who has had work experience.

Other comments included:

- there hasn't been much of an impact in terms of job creation. The jobs were already there.

- it is frustrating because a lot of the jobs for First Nations are in locations where they can't travel. Targeting students on reserves is too difficult because there are no jobs. We need to create more jobs on the reserve to have a true impact.

Performance Measurement/Follow-Up

Most of the implementing organizations said that they are collecting demographic information on all of the students participating in the strategy. Some organizations also gather information from students and employers about their experiences with the strategy. These organizations said they talk to the students and employers themselves, or they have the students fill out an evaluation of the program. All of the organizations said that the best way to measure the impacts of the strategy is to ask students and employers to evaluate the strategy.

Besides the report required by DIAND, none of the implementing organizations said they had any plans to evaluate the strategy.

The respondents discussed what they considered to be both the strengths and weaknesses of the strategy. Many respondents were pleased with how flexible DIAND was in their criteria for project development. Respondents said that this enabled them to design projects according to the community's needs.

Another strength was the positive effects the strategy has had on youths. First Nations and Inuit youths were exposed to employment and educational opportunities that they may not have otherwise had.

The most common weakness mentioned by respondents was that information on the strategy was distributed too late in the year for some projects to be adequately developed.

Lastly, the respondents suggested some improvements to the strategy. The majority suggested that the strategy must make efforts to distribute information on the strategy as soon as possible. The respondents also mentioned the need for more funds. Another suggestion was to try and match students in jobs related to their field of study. This would enable students to experience meaningful employment.

This section summarizes the information we gathered from 31 Participating First Nations Coordinators. Of the First Nations interviewed, 9 said they had not participated in any of strategy's programs and knew very little about the strategy.

Therefore most of the findings presented in this section refer to the 22 First Nations that did participate in DIAND's Youth Strategy at some level. Reasons given for not participating included lack of information and resources to implement the programs. We will provide findings for the 9 First Nations that did not participate in the strategy, page 25.

The interviews focussed on the following topics:

- level of participation;
- process for entering and participating in the strategy;
- implementation;
- performance/objective achievement;
- accessibility/partnerships/sustainability
- impacts;
- performance measurement/follow-up; and
- improvements.

Level of Participation

Table 7 shows the number of First Nations that participated in each of the strategy's three programs.

Table 7

First Nations Coordinators' Contacted Participation in Strategy Programs (n=31)		
Program	**Participated (Yes)**	**Did not Participate (No)**
Summer Student Career Placement	20	11
Science and Technology Camps Program	9	22
Cooperative Education Program	4	27

- given that we had a random sample of 31 First Nations and 9 did not participate, we have an overall participation rate of 70% in the strategy.

- the majority of First Nations participated in the Summer Student Career Placement Program.
- less than a third participated in the Science and Technology Camps.
- four participating First Nations were involved with the Cooperative Education Program.

Process for Entering and Participating in the Strategy

Table 8 shows how the respondents found out about the program. At times respondents identified more than one source.

Table 8

How did you find out about the programs?	
DIAND	10
First Nations	6
Tribal Councils	3
Other sources	5
Received no information	2

- DIAND was the main source of information about the program.
- other sources of information include universities, the Aboriginal Training Association, HRDC, and newspapers.

All but two of the respondents said that the information they received about the strategy was adequate in helping them to develop the program. However, a few mentioned that the information was sent out too late to develop an effective proposal or program.

Implementation

Table 9 shows who was involved in the implementation and administration of the strategy. Again, some respondents provided more than one answer to the question.

Table 9

Who was involved in the implementation of the strategy?	
First Nation	20
DIAND	7
Tribal Councils	5
First Nations Implementing Organization	1
Private employers	1

- First Nations was cited most often as being involved in the implementation and administration of the strategy.

All of the respondents said that the division of responsibilities was clear. They discussed how duties did not overlap, and that everyone understood what their position entailed. None of the First Nations requested assistance from DIAND to implement the strategy. Often DIAND's role was simply to provide information about the program and the required funding.

Summer Student Career Placement Program

The roles and responsibilities of First Nations in this program varied. Most were responsible for developing funding proposals and the implementation of the program. Some of the responsibilities included:

- recruiting appropriate employers;
- selecting eligible students to participate;
- supervising students; and
- hiring supervisors to run the programs.

Appropriate employers were recruited in many ways, which included:

- direct calling to potential employers;
- advertised to bands;
- sent out notices to malls, stores, and businesses;
- advertised in community newsletters and bulletins; and
- through discussions in regular program management meetings.

In many cases, the student was matched according to the employer's expectations and the student's interests and career goals. Students were asked to identify this information on their application form and were then interviewed by either the program manager, or the employer. In other cases, students were placed in jobs where there was a need regardless of its suitability to the student. For example, if child care is a community priority, the Band Council will open up employment in that field. This meant that although the student received work experience, they may not have worked in their field of study or interest.

The program gave students an opportunity to gain valuable skills needed in the job market. The types of skills mentioned include administrative, managerial, supervisory, personal enhancement, communication, computer, and writing skills.

Science and Technology Summer Camps Program

The roles and responsibilities of the 9 First Nations participating in the Science and Technology Summer Camps Program included:

- researching existing programs;
- identifying needs of students in the community;
- developing funding proposals;
- selecting eligible students, and
- delivering Summer Camps.

The summer camps were held in various locations, both within the community and at Universities. First Nations recruited students to participate by:

- advertising with posters and sign-up sheets; and
- asking the students directly if they would like to participate.

Most of the camps focussed on different areas of study, such as traditional medicine, biology, math, astronomy, technology, and hunting and fishing. The respondents all felt that these camps were well oriented towards the promotion of science and technology to youths. Further, they all felt the topics covered in the camps were appropriate for the community's needs.

Cooperative Education Program

Three respondents said their community participated in DIAND's cooperative education program. The communities were in Quebec, Ontario and Alberta. All three respondents stated that their programs were based on the concept of building up the community. Coop placements were in the field of construction and home repair. The respondent from Quebec also noted that their program provided placements in a band run daycare. The respondent from Alberta noted that their program also provides work experience in on-reserve retail.

All three respondents believed the program had positive impacts on the community, young people, and employers. They all believed the program provides valuable life skills.

In its second term, the Alberta program seemed to be the most advanced and provided on and off reserve employment. The school in the community hired a coop coordinator to meet with employers and to prepare students in class. The respondent said they had their proposal approved from the community board and band council. The community and employers were both aware of the benefits of the program. Also, the respondent commented that there is ongoing evaluation of the students.

Performance/Objective Achievement

Figure 1 shows the extent to which respondents feel the objectives have been met.

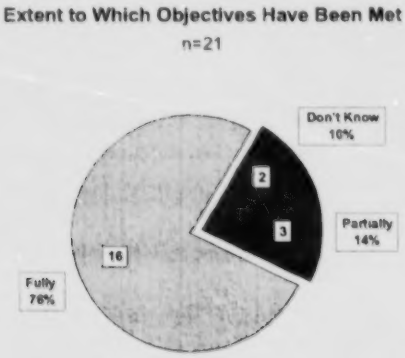

FIGURE 1

- over three-quarters (76%) of respondents said the objectives have been fully achieved, in particular those of the Summer Student Career Placement and the Science and Technology Camps.

- respondents said that problems with matching students in jobs related to their field of study and the limited time given to First Nations to develop programs contributed to the objectives being only partially met.

Most coordinators said that the strategy prepares students in skills and knowledge for entrance into the labour market both on and off the reserve/community. First Nations Coordinators also

said that the strategy was implemented in a very cost-effective way.

Accessibility/Partnerships/Sustainability

Respondents, including those not participating in the strategy, identified many partnerships with various departments and organizations involved with Aboriginal youth programming. Table 10 shows the type of program and affiliated party. Human Resources Development was the federal department most often mentioned by respondents.

Table 10

Other Parties Involved in Aboriginal Youth Programming (n=31)	
Agency/Program	**Number of Responses**
Other • Boys and Girls Club • Indigenous games • Chief & Council/Band/Tribal Council (3) • YMCA • New Careers North (Manitoba) • Alcohol and drug programs (3) • Recreation/sports/cultural programs (9) • Post Secondary and Occupational Skills Training • Youth worker on interim basis • Stay in School program • Peer mentorship	23
Human Resources Development • Summer Career Placement (4) • Pathways (2) • Summer Employment/Economic Development • Youth Services Canada (7) • Native Internship Program • Summer camps • Community Futures • Job creation services	18
Provincial Ministries • Mines (Quebec) • Education (Alberta, British Columbia) (3) • Community Action Plan (NWT) • Health (3) • Social Services (3) • Children's Services • Summer Experience Program (Ontario) (2) • Advanced Career Development (Alberta) • STEP program • Enterprise Cape Breton (Atlantic)	17

Other Parties Involved in Aboriginal Youth Programming (n=31)	
Agency/Program	**Number of Responses**
Industry Canada • Schoolnet	3
Health and Welfare • Brighter Futures	3
Private Sector • Business in the community • Raglan Mines (Quebec)	2

All of the respondents said these partnerships will continue to promote youth programming. Other programs have been in place for a few years. Most agreed that although it would be more difficult, current youth programming would continue in the absence of the DIAND Youth Strategy. The respondents did not provide any details about how other programs work with the DIAND Youth Strategy program.

Impacts

Table 11 shows the distribution of anticipated impacts.

Table 11

What impacts do you anticipate the strategy will have? (n=21)	
	Frequency
Increase levels of self-esteem & confidence	20
Provided career-related employment experience	19
Help youths with the transition from school to work	9
Expose students to new and innovative technologies	8
Increase rates of high school graduation	8
Promote science and technology as a career choice	7

Many Coordinators also said that the program has changed some of the youths general outlook towards education. Respondents believe that students gained an understanding of the importance of staying in school, and how an education leads to meaningful employment. Respondents also stated that some students also plan to choose a particular field of study as their career choice after having gained work experience in that area. Respondents also believe the Youth Strategy has had a positive impact on the community. They indicated that the strategy allows the entire community to get involved in a program that benefits their children and creates jobs for people.

Performance Measurement/Follow-Up

Coordinators said that talking to students and employers is the most effective way of measuring some of the impacts of the strategy. Some said that they currently collect information from these sources about the program. Many also collect statistical information for DIAND. Most participating First Nations currently submit a final report to DIAND at the end of a program, but few said they were planning to formally evaluate the program.

Improvements

Respondents mentioned a number of strengths of the strategy, which included:

- it provides students with the opportunity to have some employment experience;
- gives youth the chance to explore career choices;
- the program is very flexible;
- funding levels are good; and
- It introduces students to Science and Technology.

Some of the weaknesses mentioned were:

- not able to reach all students;
- information on the program was distributed too late; and
- programs are too short.

Overall, respondents were pleased with the Youth Strategy and hoped that it would continue. However some suggestions were made on how to improve the strategy:

- we need to have a formal evaluation process;
- DIAND needs to distribute information about the program much sooner;
- Youth Strategy should provide additional funds to cover such things as transportation costs;
- it would be good to give students the opportunity to work outside of their community; and
- the programs need to be longer and they need to reach more students.

First Nations that Reported Not Participating in the Strategy

As mentioned earlier in this section, 9 First Nations reported that they did not participate in any of the strategy's programs.

- six of the respondents stated that they did not receive any information about the DIAND programs and had no knowledge of the programs. Three respondents did receive information, two of them after the programs had begun.

- of those that had heard of the programs, as well as those that had not, one had prepared a proposal but their staff member did not pass it on to the proper authorities.

- two respondents commented that their community did not have the budget or resources to implement youth programs.

- four respondents indicated that they had access to the Internet.

- while these communities were not involved in DIAND youth programming they have other initiatives underway. These included:

  - access to other programs (5);
  - placements with the RCMP;
  - use of a grant to construct buildings to hire 15 students;
  - elder/mentor program;
  - hired students through Canada Employment Centre and FSIN;
  - youth workshops on issues such as health, drugs and lifestyles; and
  - Post Secondary and Occupational Skills Training.

- respondents also identified other parties involved in Aboriginal youth programming[1], including:

  - five respondents identified Human Resources Development Canada as a partner, in particular the Summer Employment/Economic Development program, the Native Internship Program, Youth Services Canada, and a work experience program;
  - one respondent identified Health Canada's Medical Services Branch as an employer of students;
  - one respondent stated that they had hired students through a program of the FSIN; and
  - one respondent singled out the band as being the only employer on-reserve and that there were no other parties involved.

---

[1] These responses are also included in Table 10 which lists parties identified by all 31 First Nations interviewed.

We conducted telephone interviews with 25 representatives from participating First Nations schools. Of these, 3 indicated that they had not participated in the strategy - two said they had never heard of the program; the third said his/her knowledge of the program was minimal. Many co-op programs were new and therefore respondents provided brief, or no responses to many questions. The respondents included principals, vice principals, project coordinators, a counsellor, and a program supervisor.

The interviews focussed on the following topics:

- level of participation;
- process/practices;
- accessibility;
- partnership/sustainability;
- performance measurement/follow-up;
- impact, and
- improvements.

Level of Participation

Table 12 shows the current status of the program for the various schools. Almost two thirds of the schools interviewed had completed the planning phase and implemented their programs as of January 1997. About a third of the schools reported having programs in place and expanded existing coop programs.

Table 12

Status of Cooperative Education Programs (n=25)		
Status	**Frequency**	**%**
Program Started in Fall '96 or January '97	9	36%
Program already in place (2 prior to strategy)	7	28%
Planning/Development Stage	5	20%
Never Heard of Strategy/Did Not Participate	3	12%

The schools that had a program in place reported that approximately 251 students participated in the program. There were approximately 115 male and 136 female students involved.

Figure 2 shows whether respondents said there was a positive response to the program by potential participants.

- most respondents feel youths responded positively to the program.
- poor response was attributed to lack of promotion.

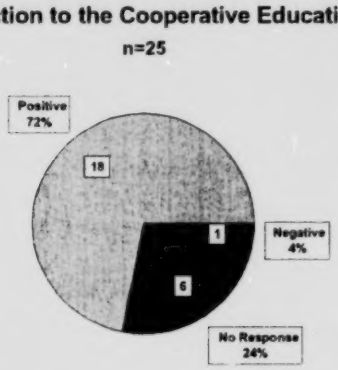

FIGURE 2

The number of Cooperative placements made available for students ranged from 1 to 25 placements. Most (n=20) respondents said there was a sufficient number of placements for interested students. A few said they had students quit their co-op placements. The reasons for quitting included:

- youth didn't listen to the supervisor;
- youth lacked interest in the field; and
- the youth was dissatisfied with the lack of wages.

Process/Practice

Table 13 lists the schools' activities in developing and implementing the program.

Table 13

What activities were involved in developing and implementing the program? (n=22)	
	Frequency
Identification of employers	16
Student selection	14
Orientation session	11
Develop learning plans for students	10
Obtaining parental consent	9
Administer Cooperative Education Program	5
Feedback on placements	5
Matching students & employers	4
Other	2
No response	7

- over half of the schools were involved in the identification of potential employers and in the selection of students.

- four respondents said that their school was responsible for matching students and employers. In most cases, a program supervisor conducts this role.

Students were recruited based on their interests and career goals, as well as on their school performance. The types of promotional tools used to elicit students included:

- announcements on the radio;
- advertisements at the post-office and employment office;
- teacher/principal approached individual students;
- sent out newsletters; and
- announced at parent meetings.

Table 14 lists the fields where at least one student had a placement.

Table 14

Fields Where Students of the Cooperative Education Program had Placements (n=22)	
Employment Sector	**Frequency**
Health/Social Services/Education	16
Automotive/Home Maintenance	10
Retail/Grocery	7
Legal/Police	5
Restaurant	5
Administrative	5
Recreation/Media	5
Economic Development Officer	2

Note: Respondents gave multiple responses. Also, one or more students were placed in each of the fields.

- job placements were primarily in the health/social service/education sector and included nurses aid, teachers assistant, and child care aid.

- other types of placements included the police, carpentry, waitressing, radio broadcasting, and others.

The majority of students had input in the matching process by identifying their career interests. Schools tried to match students according to their interests and career goals. In a few programs however, the students were on a rotating basis so that they could gain a variety of work experience.

Table 15 show the respondents' views on the "quality" of the available co-op placements offered to the students.

Table 15

What is the general quality of the available co-op positions in terms of: (n=22)					
	Poor	**Needs Improvement**	**Good**	**Excellent**	**No Response**
Skills development	1	-	9	5	7
Labour market knowledge	1	2	10	2	7
Relevance to students' future education	-	1	9	6	6
Relevance to future job/career goals	-	-	7	8	7

- overall, over half of the respondents rated the quality of the positions as either *good* or *excellent* in terms of the various attributes provided.

- respondents considered the potential for the program to achieve long-term impacts as a good quality of the program.

The majority (n=21) of respondents said the program guidelines were clear and that they allowed sufficient flexibility to meet the community's needs. Respondents also said that they were satisfied with the guidelines.

Most (n=21) respondents said the program has remained within previously outlined funding allocated by DIAND.

Those involved in funding decisions include Chief and Council, Directors of Education, the Education Authority, the Board of Education, and the school committee. Decisions about funding allocations are usually determined by considering any expenses associated with the program. For instance, if transportation or housing costs are needed, then more funds will be allocated.

Accessibility

Figure 3 shows the percentage of respondents who think the program adequately targets the employment needs of the youths in their community.

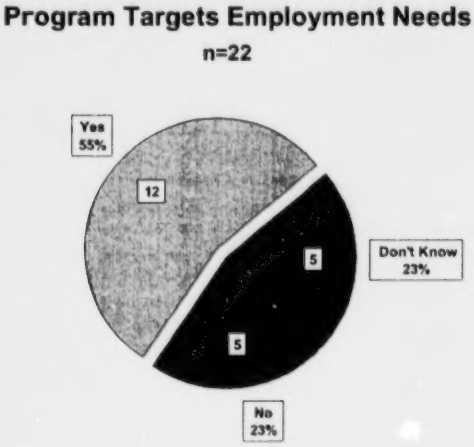

FIGURE 3

- over half of the respondents said the program adequately targets the needs of youths in the community.
- some (23%) said there were not enough jobs or funds available to target the needs of youths in their community. Therefore, students are unable to enjoy meaningful employment.

Location appears to have an effect on how the program is implemented. Eleven respondents said that their community is isolated and it is therefore difficult to get students to locations where jobs exist. Respondents were particularly concerned with transportation issues. These respondents said that the costs associated with transporting students to other communities reduces access to meaningful employment.

Partnership/Sustainability

Most respondents agreed that the Program encourages the formation of partnerships with other organizations and departments. Some of the parties these schools have been involved with include Human Resources Development, Industry Canada, and the Band Council. Table 16 provides a breakdown of other parties involved in Aboriginal youth programming.

Table 16

Other Parties Involved in Aboriginal Youth Programming	
Agency/Program	**Number of Responses**
Other • School board (5) • Sports/recreation/cultural programs (4) • Band (3) • Community Youth Centre (Internet program)	13
Human Resources Development Canada • Youth Services Canada • Entrepreneurial training • SATES program	3
Provincial Ministries	3
Industry Canada • Schoolnet	2
Health Canada • Brighter Futures	2

Respondents also said that these partnerships would be maintained in the promotion of other youth projects. As well, most thought youth programs would continue in the absence of the DIAND Youth Strategy.

Performance Measurement/Follow-up

The reporting requirements for those participating in the program included:

- progress reports;
- interim reports; and
- final report.

The type of information collected on students included:

- interviews with students, employers and teachers;
- student diaries;
- pre and post placement evaluations;
- on-site visits; and
- employer evaluations.

Most of this information is used to evaluate the Youth Strategy as First Nations give DIAND this data when they submit their program evaluation forms. For instance, demographic information is used to determine the number, location, and age of youth who experienced employment.

Student interview data and diaries provide an in-depth understanding of the student's experience of the program as well as the employers.

Impacts

Table 17 shows the respondents' perception of the potential impacts from the program.

Table 17

Potential Impacts from the Program(s) (n=22)				
	Yes	**No**	**Expected in the future**	**No response**
Increased levels of self-esteem and confidence	14	-	3	5
Provides career-related employment experience	12	1	3	6
Exposure to new and innovative technologies	13	2	-	7
Increases ease of transition from school to work	13	-	3	6
Work experience has assisted student with school studies	6	2	5	9
Contributes to the learning experience of youth	15	2	-	5
Increases student's perception of the importance of education for entrance into the larger labour market	14	-	2	6
Promotes student self-sufficiency in pursuing education/or career goals	13	-	4	5
Developed First Nation community human resources	11	-	5	6

Note: Respondents provided one response to each of the listed potential impacts.

- with the exception of assisting students with school studies, over half of the respondents agreed that the program had a variety of positive impacts.

- of those who responded, most believe that short term impacts have been achieved, especially in terms of increasing self-esteem and changing student's perception of the importance of education. Others expect the program to have future impacts.

- approximately one-quarter of respondents did not respond to this question.

Improvements

The respondents identified a number of strengths of the program, which included:

- the program guidelines are very flexible;
- provides youths with meaningful work experience;
- teaches youth life skills and it increases their self-confidence, and
- it expands students' horizons by exposing them to new industries and technologies.

A few weakness mentioned were:

- there are not enough jobs available on the reserve/community; and
- lack of funds.

Lastly, the respondents suggested the following improvements:

- increase resources so that youths can be transported to jobs outside of the community;
- promote the program better;
- improve the student selection process;
- improve the matching of students with employment opportunities in their field of study; and
- try to include elders in the implementation process.

Background

A total of 28 non-participating schools were contacted and interviewed by telephone. The following types of schools were contacted:

- One K-7 school;
- Three K-8 (the number of students ranged from 40 to 300);
- One K-9 school;
- Two K-12 schools (range of 340 and 500 students); and
- An adult education program in the community.

The schools contacted appear to have many young students under age 14. The schools may have decided not to participate in the strategy because they do not have enough secondary students to sustain a cooperative education program.

Awareness of the DIAND Youth Strategy

Approximately 60% (n=17) of the non-participating First Nations schools contacted knew about DIAND's cooperative education program. The schools found out about the strategy from DIAND and others, mainly organizations affiliated with First Nations.

Table 19

How did you find out about the program?	
Source	**n=28**
DIAND	6
First Nations	1
Other	9
No Response	12

Others who provided respondents with information about the strategy include:

- a school superintendent;
- school board meetings;
- a general meeting with other principals (Saskatchewan);
- the Conseil d'Éducation des Premières Nations (Quebec); and
- the Ministry of Education.

DIAND sent schools a letter and an information package on the strategy. Two respondents mentioned getting their information at a general meeting. One respondent in Ontario received information through a presentation.

The majority of the schools (n=14) that were aware of the strategy found the information that they received adequate to assist them in deciding whether they wanted to participate in the Cooperative Education Program. Twelve respondents did not respond to the question.

We asked respondents how the program could be improved in order to encourage participation. Six respondents made the following comments:

Guidelines/Program Set-up

- *"target proper age group. Our kids are in grades K to 8 and between 4 to 13 years."*
- "we are in an isolated area. There are not enough businesses/institutions to sustain a program."
- *"we have trouble getting job placements for students."*

Need for Information

- *"send an example of how a proposal should be and more budget information (eg., transportation costs)."*
- *"we are a small community. We are also not clear on objectives of program. We were supposed to get more information from the implementing organization."*
- *"getting complete information on time is important."*

Views on Non-Participation and Implementation of the Strategy

We asked respondents if their school wanted to implement the cooperative education program and other strategy programs but were unable to do so for some reason. Half the respondents answered the question. Of those respondents, half stated they did not want to implement the strategy, while six were interested and one did not know.

Table 20

Did you want to implement the Cooperative Education Program but were unable to do so?	
Yes	6
No	7
Do not know / No response	14

The following reasons were given for not implementing the Coop program: did not receive information in time; lack of job placements for students; and lack of resources to implement the program. Some of the following comments were made by respondents in Ontario, Alberta and Saskatchewan.

- Timing. We could not meet the Ontario school program deadlines - September, January or June. We could not meet the Ministry of Education's requirements. This program is important because there is a 90% unemployment rate on-reserve.

- We got the information late. We also don't have the students in that age group.

- We are in an isolated area. We received the information late so we could do nothing about the proposal.

- Our geography. There are a limited number of businesses around.

- Few job placements on-reserve. We could also not find out the exact requirements for the program.

- Would like to have a work study experience. We need to assist our teachers. We need resources to figure out things like credits and field trips.

The majority of respondents (n=13) did not submit a proposal to participate in the Coop Program. Two respondents indicated that they did submit a proposal. The first respondent's proposal had been approved but *"the program collapsed due to the lack of supervision on the training/employer's part."* The second respondent was not involved in developing the proposal and could not make comments on it. Twelve respondents did not answer the question.

Most respondents (n=10) did not request any assistance in the development of their proposal. Sixteen respondents did not provide a response.

Eleven respondents said that they decided on their own not to participate in the program. In most of these cases, the schools served children from K to grade 8 and these students were too young for cooperative education. Respondents gave the following reasons for not participating in the program:

- students are too young. Grades 6 to 9 and ages 11 to 16 years;
- grades K to 7. There are a total of 51 students in the school and two are in grade 7;
- there is another high school that has a program;
- students are too young. Grades K to 8;
- most employers are funded by the government. Coop program would be taking jobs from them;
- school consists of six students from grades K to 7. Older students get bussed to an outside school;
- not enough time to prepare a proposal;
- our kids are too young. Students in grades K to 8 and the ages of 4 to 13 years;
- have a program already in place;
- students too young for a work program;
- the program does not seem to be geared to our school; and
- because the number of students in the age group are not enough.

Other Youth Programming

The majority of respondents identified other youth programming undertaken by First Nations but most were not related to student employment programs. Rather, the majority of the programs mentioned included youth programs such as sports or recreation and cultural programs. These programs are sponsored by the band council or the school. The types of programs offered may reflect that many of the students are young, grades K-8, and are interested in activities such as sports and recreation.

In terms of computer programs, the majority of schools (n=17) reported they have access to the Internet. However, while many schools have access to the Internet, only four reported that their students use it.

Table 21

Other Youth Programming Undertaken by Your First Nation	
Type of program	**Number of responses**
Sports/recreation program	6
Cultural/language program	4
Summer camps	2
Drop-in / counselling	1
Business/computer program	1
Summer work program	1

Other Parties Involved in Aboriginal Youth Programming

Table 22 show other participants involved in a range of Aboriginal youth programming.

Table 22

Other Parties Involved in Aboriginal Youth Programming	
Agency/Program	**Number of Responses**
Human Resources Development Canada • summer employment program (6 to 8 weeks, grades 12 and university) • Brighter Futures Program (n=5)[2] • child care program	7
Other • junior band achievements • band program "Building Healthy Communities" (Manitoba) • band youth leadership program • tree planting initiative • band / school job opportunity • Department of Education - coop placement part of school program (Ontario) • school retreat program	7

[2] There seems to be confusion among respondents about whether this is a Health Canada or Human Resources Development Program.

Other Parties Involved in Aboriginal Youth Programming	
Agency/Program	**Number of Responses**
Provincial/Federal Ministries • language programs (Secretary of State) • Child and Family Services youth program • recreation program • Alberta Indigenous Athletic Games	4
Industry Canada • Schoolnet Program	2

Conclusions

PRA interviewed just under 100 First Nation communities across Canada and the majority of them had positive comments about the strategy. Many believe the opportunity to provide summer jobs increases students' self-esteem and provides them with basic work skills needed in the future.

The major concern of the respondents was the short time frame given to prepare proposals, and to develop and implement programs before the end of the school year in June 1996. Given that the renewed strategy was announced only a couple of months before last year's announcement, some First Nations may run into the same problems again. However, these problems should be overcome by year three of the strategy.

DIAND can also help First Nations speed up the development of the programs, such as the Cooperative Education Program, by facilitating a process whereby communities who have been running programs for a few semesters share their knowledge and experience with those new to the programs.

Departmental Audit and Evaluation Branch
Corporate Services
Department of Indian Affairs and Northern Development

Evaluation of the DIAND Youth Strategy

Regional Review of Quebec

Appendix 2

96/26

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Introduction

It has been a year since the DIAND Youth Strategy was announced. Part of the initial program funding requires that the department undertake an interim evaluation of the strategy's three programs. The Summer Student Placement Program and the Science and Technology Summer Camps Program were implemented last summer while many schools are still developing their Cooperative Education Program. Therefore, at this stage, the evaluation and case study present preliminary findings and an overview of the strategy's impacts to date.

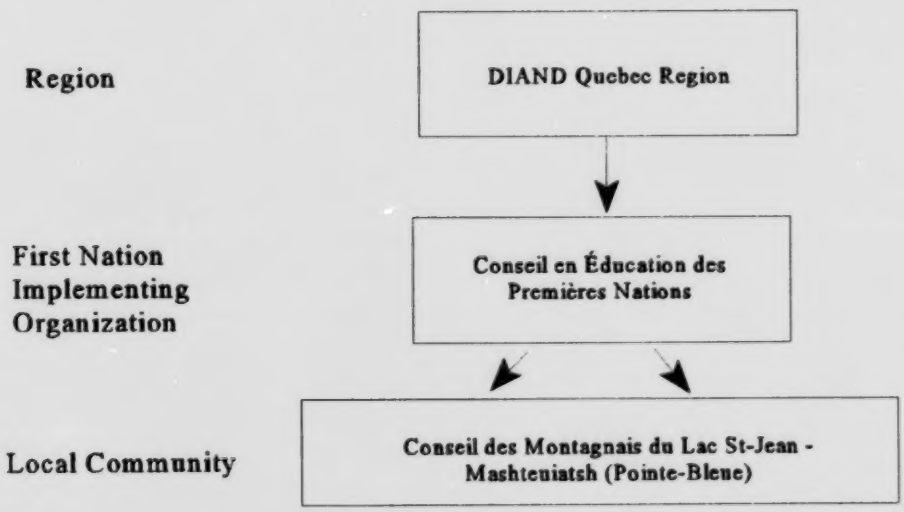
Purpose of Appendix

The regional review provides an understanding of how the department implements the Youth Strategy programs at the regional and local levels. The purpose of this appendix is to provide details about the delivery process, short term impacts, lessons learned and best practices. The appendix also identifies suggested improvements mentioned by participants.

Methodology

As illustrated in Figure 1, the Quebec regional review comprises three components: the DIAND Regional Office, a First Nations implementing organization, and a community.

Figure 1 - Review of DIAND Quebec Region


Region
DIAND Quebec Region
First Nation Implementing Organization
Conseil en Éducation des Premières Nations
Local Community
Conseil des Montagnais du Lac St-Jean - Mashteuiatsh (Pointe-Bleue)

The regional review is based on interviews and a file review. We conducted a total of 10 in-person interviews with representatives from the:

- DIAND Quebec Regional Office;
- Conseil en Éducation des Premières Nations, also known as the First Nations Education Council, in Wendake (Village-Huron) First Nations Education Council; and
- Community of Mashteuiatsh (Pointe Bleue), Amisk School and representatives of the school board, Conseil d'Éducation des Montagnais du Lac St-Jean.

Table 1 provides a breakdown of the number of interviews conducted.

Table 1

Interviews Conducted for Quebec Review		
Organizations	**Position of Interviewees**	**Number**
DIAND Regional Office	• Senior Advisors, Policy and Intergovernmental Relations	2
	• Funding Services Officers	2
	• Associate Regional Director General	1
Conseil en Éducation des Premières Nations (CEPN)	• Director, Conseil en Éducation des Premières Nations de Wendake	1
	• Program Administrator	1
Conseil des Montagnais du Lac St-Jean	• Director	1
	• Principal of Amisk School	1
	• Program Administrator	1
Total		10

We conducted a file review at the DIAND regional office. We also collected some CEPN reports and a list is appended to this document.

Structure of the appendix

Section two of this report provides an overview of DIAND's Quebec Region and its implementation of the Youth Strategy. Section three provides details about the CEPN and the communities it serves. Section four provides an in-depth look at the community of Mashteuiatsh. Sections five and six provide information on short-term impacts, lessons learned and suggestions for improvements. Section seven summarizes the findings in the appendix and makes some conclusions.

The Region's Role in the Strategy

The region plays a hands-off role in managing the strategy's programs. However, two senior advisors from the Policy and Intergovernmental Relations sector share responsibilities as the departmental youth coordinators. They liaise with five First Nation organizations that manage the strategy for the region's native communities. The advisors also oversee regional reporting and liaise with headquarters on policy matters. The youth coordinators report having regular contact with the native organizations and headquarters.

Funding Services is responsible for monitoring the contribution agreements with the First Nation organizations. Funding Services also reviews the financial statements submitted by the First Nation organizations and the recipient communities through regular reporting. First Nations show a line item for youth programs in their regular reporting, making it easy to monitor how funding was spent.

Regional Funding

Headquarters allocated strategy funds to regions based on the number of students eligible for each program. The nominal roll and education registry were used to determine the number of students. Each region got a percentage of the total budget based on these totals. The Quebec Region received a total of $1.3 million from headquarters for 1996-1997. Table 2 provides a breakdown for each of the three programs.

Table 2

Quebec Regional Allocation for the Youth Strategy 1996-1997		
Program	**Total Eligible Student Population**	**Allocation**
Summer Career Placement Program	Aged 16-30 3,688	$646,640
Science and Technology Summer Camp Program	Aged 12-20 8,562	$96,000
First Nations Schools Co-op Education Program	Students eligible 3,498	$544,000
Total		$1,286,640

The Development of the Strategy in Quebec

The development of the strategy in Quebec happened quickly, as it did in other regions. The strategy was announced in late March and the summer placement and science camp programs started in the summer.

- In the spring of 1996, headquarters announced the strategy to Regional Director Generals who then identified a departmental youth coordinator for their region.

- During a national conference in April 1996, headquarters provided the DIAND regional youth coordinators with information about program funding, guidelines, and reporting requirements.

- With devolution and downsizing the Quebec Region did not feel it had the resources to manage and implement the programs.

- The region contacted Aboriginal organizations to ask if they wished to implement the strategy. DIAND Quebec approached the Human Resources Development Canada (HRDC) Pathways Aboriginal Board - the Ressources Humains des Premières Nations that was newly created at the time. The Grand Chief did not feel the Board was ready to take on the management of the DIAND Youth programs.

- The Grand Chief contacted five First Nation organizations representing First Nations in education. The five organizations agreed to take on the management of the programs and negotiated a separate amount to administer the programs. This funding came from the region's own budget as the organizations did not want to take money away from the programs.

- Mandates and management of the programs vary. For example, the Naskapi Band hired a summer student to oversee their programs. The Commission en Éducation des Premières Nations (CEPN) has a program director and staff to manage the programs for many communities in Quebec.

- The five organizations are responsible for implementing the strategy, processing proposals, allocating funds to First Nations, and reporting on the programs.

Through contribution agreements, the First Nation organizations agreed to give back any surplus funds not spent and to provide community evaluation reports (one page form) to the region by September 1996. This reporting was completed for the summer placement and science camp programs but is still ongoing for the co-operative education programs that only began in the late fall and January 1997. Reporting for the Cooperative Education Program is to be completed by the end of March 1997.

Table 3

Administrative and Program Funding for Five Implementing Organizations in Quebec				
Organization	**Administrative Funding**	**Science & Technology Summer Camps**	**Summer Career Placement Program**	**Coop Education Program**
Institut Culturel et Éducatif Montagnais (ICEM)	$15,000	$13,027	$83,596	$111,946
Cree Regional Authority (CRA) / Grand Conseil des Cris du Québec	$15,000	$18,604	$140,568	$136,192
Administration Régional Kativak (ARK)	$15,000	$21,849	$94,804	$114,252
Bande Naskapi du Québec	$1,500	$691	$5,253	$5,556
Conseil en Éducation des Premières Nations (CEPEN)	$25,000	$41,829	$315,929	$176,054
Total	$71,500	$96,000	$640,150	$544,000
Source: ***Regional file documentation dated fall 1996***				

Communication of the Strategy

The region sent out letters about the strategy to each Band Council but did not pass on communication material provided by headquarters. Respondents said headquarters's information kit provided good background for them but that it would be too detailed for communities. First Nation organizations are responsible for communicating information on the programs. The region stressed that it was important that communication with communities be channelled through them and the First Nation organizations, as opposed to headquarters, to provide consistent information.

Communication of information is done quickly using the fax that is available to remote communities, schools, and Band Councils. Once regional staff identify a contact person there is no problem communicating with him/her. The region does not use the Internet to communicate with First Nations. Respondents report the department is not yet set up for this type of communication.

Program Guidelines

Respondents at the regional office, the CEPN, and the community generally believe that the program guidelines are flexible. The region stated that headquarters did change its original

program guidelines to accommodate Inuit and Cree schools that are not considered on-reserve schools but are similar. DIAND retrofitted funding to accommodate these communities.

Although the program guidelines are believed to be relatively flexible, regional staff did identify a problem area or gap they believe can be addressed by broadening the existing program guidelines. There is a greater need for work experience in Inuit communities where many students do not complete high school. The co-operative education program provides training and work experience important for these young adults. However, this clientele cannot access the program because they are not in school or there may not be a school in their community.

The community representatives suggested the program guidelines be more flexible with the science camps and that they should also be able to hold them during the fall, winter and spring. These respondents were talking about last summer's experience. Headquarters has since made this modification.

Other Parties Involved in Youth Programming

Since 1987 HRDC transferred responsibilities for youth programs to First Nations. HRDC has programs similar to DIAND. For example, HRDC's summer placement program has been in place for years. HRDC has set up provincial committees that represent First Nations. Respondents stated that some First Nations asked why DIAND is involved? Respondents believe First Nations are better equipped to manage youth programs with their own criteria for allocating funds, such as has been done under the HRDC agreements with First Nations.

Other partners involved in youth programming include First Nations themselves that also supplemented money toward programs and summer employment. Band Councils hire many students. In terms of the private sector, the region mentioned that Hydro Quebec employs many students. Respondents were not aware of provincial ministries involved in hiring youth.

Reporting Requirements

Regional respondents state that the current reporting requirements meet their needs to account for funding. The departmental evaluation forms for each program are felt to provide sufficient information about short term outcomes. Given the uncertainty about whether the programs will exist past 1999, they believe more effort should not be placed on performance indicators and measuring long term impacts. Respondents stated that program stability through core funding would change the situation and communities would become responsible for measuring program success. First Nations respondents are in agreement that present reporting is sufficient and that they should take the lead evaluating long term impacts.

Background on the CEPN

The Conseil En Éducation des Premières Nations (CEPN) Secretariat was created in 1985. English communities also know the CEPN as the First Nations Education Council (FNEC). The organization is composed of one representative from each member community and serves 21 French and English-speaking native communities in Quebec with a population of more than 30,000 on and off reserve. Table 4 provides a list of the member communities.[1]

Table 4

Member Communities Served by the Conseil en Éducation des Premières Nations			
Eagle Village	Kitcisakik	Mashteuiatsh	Timiskaming
Gaspé	Kitigan Zibi	Odanak	Wemotaci
Gesgapegiag	Lac Simon	Opitciwan	Wendake
Kahnawake	Listuguj	Pikogan	Winneway
Kanestake	Manawan	Rapid Lake	Wolf Lake
			Wôlinak
Source: Principal Mandates and Activities, Conseil en Éducation des Premières Nations/First Nations Education Council, 1996-1997			

The general objectives of the CEPN are to help the member communities in the improvement of their education services by:

- providing information;
- coordinating exchanges;
- developing strategies;
- making claims to concerned entities; and
- carrying out research.

The CEPN has a wide mandate in education from the elementary to post secondary levels. Some of the CEPN's activities include:

- organizing an annual education conference;
- coordinating general assemblies and committee meetings to discuss education issues;
- publishing and distributing a newsletter on the secretariat's activities;

[1] The CEPN has since had another community join its organization and now serves 22 communities.

- fostering education, promotion and awareness on various topics (i.e., school transportation, culture, sexual abuse, etc.);
- sitting on regional and national education committees;
- liaising with DIAND; and
- managing and administering the DIAND Youth Strategy programs for their member communities.

Overview of CEPN Communities

The CEPN manages all three strategy programs and has some 60 contribution agreements signed with its member communities. CEPN administrators received proposals from their member communities and reported the following number of participants for each program.

- twenty communities submitted proposals and had a summer career placement program. One community did not submit a proposal because it was in the process of restructuring its Band Council.

- fifteen communities submitted proposals and conducted summer camps. Five communities did not participate.

- thirteen communities were eligible to participate in the Cooperative Education Program. Two did not participate. Seven communities do not have schools and were not eligible.

Communication of Information

The CEPN is responsible for communicating the strategy and its programs to its member communities. The organization prepared three summary booklets on each program. The first two booklets on the summer placement and science camp programs were prepared in late April 1996 when DIAND launched the strategy. The third booklet on co-operative education was prepared in July 1996. The booklets are several pages long and provide the following information:

- background information on the strategy and the CEPN involvement in its development;
- DIAND description of the program, eligible students, the regional budget and the CEPN budget;
- CEPN requirements related to the proposals;
- deadlines to apply for the program;
- an application form;
- a contribution agreement to be signed by the community with the CEPN; and
- a program evaluation form.

They communicate the basic program guidelines identified by the department and give communities information necessary to prepare a proposal. For example, the Science and Technology Camp booklet notes that the amount for each community will be approximately $3,000.

Reporting and Accountability

There is a dual reporting relationship in the Quebec Region. The five Aboriginal implementing organizations account to the department for how they spent their funds while the communities report to their organizations on program spending and outputs by returning their evaluation forms to the implementing organizations. The study did not review in-depth the other organizations but we do have information on the CEPN.

The CEPN decided to give communities 80% of program funds initially. They provide the remaining 20% once communities submit their program evaluation form. The forms ask for the number of students that participated in the programs, student ages, the duration of camps and job placements, as well as the types of jobs. This is the basic information requested by DIAND and what the CEPN agreed to provide in their agreement with the region.

The CEPN also explains in its booklets that spending the money appropriately on the designated programs is important for communities as agreements for future years are dependent on the amounts spent.

Changes for the Future

CEPN staff stated they are happy with the program and want to see it continue. Considering the strategy was announced late in the school year, they were able to allocate funding and get support quickly. However, they did not have enough time to deal with a few problems. For example, what should they do with money if a community does not take the funds (i.e., a community is not ready to begin a program or council restructuring slows the process down)? Should they redistribute it or hold it for later in the year? Communities also had questions about what kind of expenses they could incur when organizing the summer camps. Respondents indicated they did not have a chance to sort these issues out. However, they want to develop an administrative policy to deal with these items and other program concerns.

Mashteuiatsh (Pointe-Bleue)

Overview of Community

First Nations also know the community of Masteuiatsh as Pointe Bleue which is the home of the Montagnais du Lac St- Jean. According to the 1995 Indian Registry, the Montagnais du Lac St- Jean is one of the 20 largest First Nations communities in Canada. It has a population of 4210 of which 1789 live on-reserve. The Registry also reports that the district of Pointe Bleue has a status Indian population of 8795 of which 5798 live on-reserve.

The community is located next to the town of Roberval which has a population of several thousand people. Mashteuiatsh and Roberval are just outside Jacques Cartier Provincial Park in the Laurentides Mountains. The community is also about 3.5 hours north of Quebec City and about an hour away from Chicoutimi. There is a considerable amount of tourism in the region during the summer.

Community representatives reported that there are approximately 250 students attending elementary school and about 100 at the secondary or high school level. Students will study up to grade 11 in the community and then attend schools in other nearby communities, such as the CEGEP in Joncquière.

There are a few businesses in the community such as a grocery store, craft shop, gas bar, and restaurant. The respondents commented that often there was not much for students to do in the summer. Given this situation, the Conseil des Montagnais focuses on future economic development. One of its main priorities is the creation of a micro-business in catering which the Montagnais established at the community's school. This will be discussed later in page 13.

Overview of the Strategy

The community of Masteuiatsh runs all three of the strategy's programs. The community already had a summer placement program, with funding from HRDC that is similar to the DIAND program. The community had also begun a co-operative education program. The science camp program which began in July, was a new initiative for them.

Table 5 provides details about the amount of the program funding received by the community.

Table 5

Mashteuiatsh Program Activity				
Program	**Funding Allocated**	**Number of Participants**	**Age Group**	**Duration Of Placement/Camp**
Summer Career Placement	$30,713	20	15 years +	6 to 8 weeks
Summer Camps	$3,169	10	13-14 years	3 days
Source: Rapport Global, CEPN, November 1996				

The Summer Career Placement Program

The respondents reported that 25 students participated in the program during the summer of 1996. Job placements lasted on average six weeks but there were some that lasted ten weeks. In the future they plan to have a longer season and will try to offer placements from May to August.

Recruitment and Matching Students with Employers

The student recruitment process was as follows:

- students prepare CVs and apply for jobs;
- students can apply for several jobs;
- employers interview the students and select the best one; and
- students fill out a job evaluation form at the end of the placement.

The program administrator looking after the Summer program said the process was competitive and the students did well and showed enthusiasm.

The community reported the following results to the CEPN:

- there was ease with the transition from school to work;
- of the 13 students at the post secondary level, six have found jobs in their area of study;
- summer placement helped students apply theories and academic principles learned during their studies;
- the seven secondary level students had an enriching experience that will help them with their careers in the future; and
- job experiences were diverse and included fields such as tourism, health, and administration.

The program administrator reports that there were about 80 interviews conducted and 25 employers hiring students during the summer (e.g., paper business in Roberval, school board, etc.). Respondents stated that demand exceeded available positions.

The Conseil des Montagnais has managed a student employment program for many years that has an objective of hiring as many students as possible and giving them a work experience placement related to their studies. The DIAND program allowed the community to increase the number of students. The Rapport Global says that for the 1996 season the total cost for the 39 student jobs combined was elevated to $67,491 with the community's other sources of funds.

Science and Technology Camps Program

The principal of the Amisk School was responsible for overseeing the science camps. Most students were in grade six with one in high. Ten children, seven boys and three girls, participated in the camps.

The community initiated several activities through the program. The community partnered with the Université du Québec à Chicoutimi to arrange a science laboratory exercise. The camps focussed on five main areas:

- archeology;
- ecology;
- geology;
- astronomy; and
- the environment.

Respondents said the demand for the camps was high and they needed another week at the labs. Also, the students were very young and it is suggested that they need different camps for elementary and secondary students. Younger children's experience with science is limited, while older students' have more experience. High school students may be influenced in their post secondary studies and career prospects.

Another activity focussed on the community's interest in astronomy. They took students on a field trip to the Centre Aerotique in nearby Roberval.

Respondents noted some changes or improvements they will make in the future:

- summer science camps have to compete with the Aboriginal summer games. Students in the camps and summer jobs wanted to participate in the games but had to commit to only one activity. Therefore, holding camps throughout the year will be important;

- english is the language used in mathematics, sciences, and information technology. Many students only speak French. Therefore, next time the community will try to include an immersion component to the camps, especially for computer camps; and
- in the future, program administrators will provide more information to parents and involve them in a real camp experience or a trip to the bush;

The Cooperative Education Program

The current program started with the interest of a local caterer who wanted to teach students about traditional native cuisine. Simultaneously the Conseil des Montagnais was exploring economic development initiatives and creating micro-businesses that would provide jobs and bring revenue into the community. These objectives led to the creation of a micro-business at the school which has been converted from an old residential school with large kitchen facilities. The community employs up to 20 students to work in the business and an additional six girls are involved more extensively in the micro enterprise.

Mashteuiatsh's program is directed toward 16 to 18 year old students who are not specialized academically. These students will most likely not pursue post secondary education but need life skills to find employment in the local community.

The Conseil des Montagnais has more than 200 employees and expects it will use the caterers for all their functions. It serves as a cafeteria for the school and the community is confident that it can sell its products to nearby communities and tourists during the summer months and holidays. They expect the micro business to expand and possibly provide full-time jobs for some of the students, as well as valuable work experience for others.

Some skills acquired through the program include:

- handling contracts with clients (i.e., band and private sector);
- how to invest money and manage a business;
- preparing traditional native cuisine;
- food preparation and conservation; and
- taking orders and serving clients.

The program also instills basic work habits such as showing up for scheduled work hours and learning to work with fellow employees. Program administrators believe the program creates a pleasant and harmonious work environment based on team work. Since many students are unfamiliar with a regular work ethic (i.e., some families are not employed and may be on social assistance), the program is important to teach the habits deemed to be necessary in all jobs or careers. For example, if a student has no transportation to work, they learn that employers still expect them to show up and they have to deal with this problem or be fired. Students gain an appreciation for the importance of productivity to an employer.

In the future, the program administrators believe it would be a good idea to team up an older student who is now out in the community with younger co-op students to give them a role model.

Another component to the co-op program is giving students a chance to experience traditional activities. For example, a fur trapper interested in passing on his trade to students, went to the school to talk about his occupation. Two students expressed interest in this lifestyle.

Respondents believe both co-op education components help prepare students for their work life, especially special needs students. Respondents believe that without this experience some students will fail in the workplace. They also believe the co-op program develops self-esteem that is very important in finding a job.

Other Partners

The community also accesses funds from the HRDC summer placement program that is similar to that of DIAND.

Industry Canada approached the community to enter its SchoolNet program that provides computers to schools. The Montagnais did not accept the offer as they felt they were not yet ready. Respondents said they need resources to develop their knowledge of computers and informatics training not just the hardware that is offered by Industry Canada. They do see adopting this technology into the school in the future. Respondents also suggested that an informatics laboratory could be incorporated into a science camp sometime in the future. The community believes it should have a well-developed for using information technology throughout its operations before entering this area.

Overview of the Region

The regional office, the CEPN and the Conseil d'Éducation des Montagnais report that the three programs has had positive results. Table 6 identifies the number of placements created and participants in each of the three programs.

Table 6

Regional Results Reported in the Fall of 1996					
Program	**DIAND Funding**	**Other Funding Sources***	**Total Funding**	**Number Jobs, Participants, or Projects Reported**	**Number of Communities Involved**
Summer Career Placement Program	$640,000	$502,520	$1,065,018	819 jobs	46
Science and Technology Summer Camp Program	$96,000	$28,042	$124,042	197 participants	37
First Nations Schools Co-op Education Program	$288,000	No information	No information	40 projects	36 schools
Source: Email correspondence from Policy and Intergovernmental Relations staff.					
Note: * Amount reported by First Nations that they also allocate towards youth programming. No information - Figures for the First Nations Schools Cooperative Education Program were available during our visit to the region but a report was expected by the end of March 1997.					

Respondents from all three levels interviewed state that to date the strategy has had many positive impacts. The CEPN and the community representatives of Masheuiatsh believed all three programs promote career options available to students and increased the self-confidence and self-esteem of young people. Table 7 provides more details about perceived short-term impacts.

Table 7

Short Term Program Results
Overall Results • work related experience • increase in students' self-esteem/confidence • students develop a sense of responsibility • increase knowledge of work environment
Student Summer Placement Program • high school and post secondary students gained work experience • students acquire knowledge of work environment/labour market • job placements in a wide range of fields, including: clerical, sales, business, maintenance, social services, database/computers, health care, education, economic development, research, Band government, and police services • learn basic administration, computer, communication and other skills used in many jobs • promotion of various fields as a career option
Science and Technology Summer Camps • students exposed to science and technology (in many cases would have not happened without program) • promotes science and computers as a career option • develop educational partnerships with universities (science and computer labs) • create fun learning environment for students (i.e., field trips to labs, museums, etc.) • encourage students to pursue science studies
Cooperative Education Program • provides an alternative to students not pursuing post secondary education • increase awareness of career options • instill life skills in students (i.e., work habits, practices, behaviours, how to follow instructions, etc.) • providing training ground prior to working at a full-time job Mashteuiatsh's coop program - instill work habits (life skills) - expose students to contract administration - students learn to manage a business - students learn to manage money/sales orders - students learn about traditional ways - students acquired food preparation and conservation skills - exposure to the concept of service to clients - instill personal responsibility - promote economic development through creation of community's micro business (i.e., catering)

The Career Summer Placement Program

The CEPN in its Rapport Global reports that more than 170 summer jobs were created through the Career Summer Placement Program. The organization also reports that the jobs lasted between 4 to 16 weeks depending on the availability of jobs in the communities. An education representative from the CEPN supervised most of the jobs for the Band Councils. Other employers include a radio station, an art boutique, a museum, and other businesses. The report also states that employers were very pleased with the students' work.

Table 8 provides more details about program results at the regional and CEPN community level.

Table 8

Quebec Region Career Summer Placement Program Results		
	Quebec Total	**CEPN Communities**
Number of Participating Bands	46	21
Total Participating Youth - male - female	819 400 419	178 90 88
Grades < 9 9 10 11 12/13 some post secondary post secondary university	 80 116 233 191 99 84 16 0	 12 40 60 22 24 20 0 0
Number of Applicants by age 12-14 years 15-19 years 20-24 years 25-30 years	 103 542 117 57	 0 166 12 0
Total spent	$1,143,070.20	$332,909.20
DIAND (federal funds)	$640,150	$315,929
Other Funding including employer contribution	$502,920.20	$26,561.20
Amount to manage the program	$78,052	$33,290.92
Amount in the hands of participants First Nations	$1,065,018.20	$299,618.28
Hourly wages for students		$6.00/6.50 hour
Duration of Jobs < 4 weeks 4-8 weeks 9-12 weeks 12-16 weeks 16+ weeks	 61 567 71 10 1	 16 46 18 9 1
Source: DIAND Quebec Region		

The Rapport global stated that setting up the jobs involved considerable costs to the CEPN and its communities. It was reported that costs surpassed the allocated DIAND budget by approximately 15%. Some communities also contribute funds to the program.

The Rapport Global also reported that the jobs allowed native youth to gain work experience, knowledge about the work environment, and to develop a sense of responsibility. Table 9 provides comments made by students and employers.

Table 9

Comments about the Career Summer Placement Program
Comments made by students
"All employment opportunities bring new skills and knowledge useful for one's career." *"Thank you for having given us the chance to work this summer and we hope that we can relive this experience during the next few years."* *"The student participants appreciated the opportunity offered by this program."*
Comments made by employers and supervisors
"We hope students will be directed to studies in communications because we have a great need for people in this area." *"This experience will help the student find a part-time job during the school year."* *"Because of this project, and the tasks undertaken, the student will be familiar with the notion of service to the client."* *"The students developed pride in a job well done and a stronger sense of belonging to the community because they felt more involved. People in the community also felt this way."*
Source: Rapport Global, CEPN, November 1996.

They identified a wide range of student jobs, including:

- receptionist/secretary
- business officer/financial clerk
- researcher
- salesperson
- maintenance assistant/mechanical aid
- home care assistant
- database support
- social services representatives
- technician
- student/co-op coordinator
- nurse's aid

We have appended a list of the various types of jobs held by students in CEPN communities. CEPN respondents stated that communities are starting to think about finding jobs outside the public sector (i.e., band level) which is a declining sector but often the only employer in a community.

The Science and Technology Summer Camp Program

Table 10 outlines the results reported by the DIAND region to headquarters.

Table 10

Quebec Region Science and Technology Summer Camp Program Results		
	Quebec Total	**CEPN Communities**
Number of Participating Bands	46	21
Total Participating Youth	197	144
- male	98	73
- female	99	71
Grades 7	28	27
8	59	48
9	18	9
10	42	23
11	22	16
12	28	21
Number of participants by age group		
12-13 years	72	70
14-15 years	48	33
15-16 years	41	20
16-20 years	36	21
Financial information		
- total spent	$116,028.33	$43,941
- DIAND federal portion	$87,986	$41,829
- Other sources	$28,042.33	$2,112
- management of program	$10,878.93	$4,394.10
Duration of camps		
1 week	161	No information
2 weeks	30	
4+ weeks	6	
Source: DIAND Quebec Region		

In its Rapport Global, the CEPN reported that 15 communities participated in the summer camps. There was a total of 144 students that participated. Half the students were male and the rest female. The ages of the students ranged from 7 to 20 years. Most of the students were at the elementary and secondary level. Communities held 80% of the summer camps at universities and organized the rest throughout the community, such as in the local museum.

The universities involved included:

- Concordia University in Montreal
- University of Ottawa
- Université du Québec à Chicoutimi

Other camps were held by the:

- Siginmin Gesgapegiag
- Kanestatake Computer Camp
- Camp Spatial Canada, Laval
- Kassinu Mamu Mashteuiatsh

The report states that the students appreciated the opportunity to participate in the camps and gained a better understanding of the world of science and potential job opportunities. The report says that the camps were a good investment in the future. The camps covered topics such as archeology, meteorology, geology, astronomy, natural sciences, the environment, biological sciences, and information technology.

Table 11

Comments made by students on the Summer Camps Program
"This project had a positive effect. Some young people have shown a desire to study engineering."
"All the students indicated they would be interested in returning to camp next year."
"Such opportunities help our students make choices about post secondary studies."
"The project had a positive impact in that it got students familiar with using software on the Internet and E-mail."

The Cooperative Education Program

The CEPN's Rapport Global reports that 12 projects in 13 communities are currently in place. Approximately 164 students at the secondary level participated in the program. One community could not get the project started because their Band Council was restructuring. The CEPN reports that three communities have projects that have been in place for a few years. These communities include: Masteuiatsh (Lac St-Jean), Opitciwan (Abitibi), and Kitigan Zibi (Maniwaki).

The Rapport Préliminaire -Alternance Étude Travail reports that a budget of $176,054 was allocated for the co-operative education program. The Rapport Global states that the demand for projects exceeded the available funding by 50%. Therefore, many communities also contributed their own funds to the program.

Table 12 provides a list of CEPN communities and the funding they received. Table 13 provides the objectives of each participating school's co-operative education program.

Table 12

Cooperative Education Program Participation Rates and Amount of Funding						
	Community	**Number of Students**	**Education Level**	**Percentage of Students %**	**Total contribution $**	**Amount Requested**
1	Barriere Lake	0	-	2.63	4,625	Restructuring of Band Council
2	Gespgapegiag	7	Secondary 3 to 5	1.31	2,312	2,875
3	Kahnawake	25	Grades 1 to 5	18.65	32,837	8,668
4	Kanesatake	6	Grade 7	1.23	2,158	2,158
5	Kitigan Zibi	15	Secondary 4	6.57	11,562	11,562
6	Listuguj	15	Grades 7 to 13	0.88	1,542	50,000
7	Timiskaming	0	-	1.31	2,312	0
8	Winneway	4	Grade 11	3.94	6,937	7,000
9	Lac Simon	19	Secondary 1 to 5	8.41	14,800	14,800
10	Manawan	8	Secondary 1 to 3	11.38	20,041	20,041
11	Mashteuiatsh	32	Secondary 1 to 5	16.81	29,599	58,216
12	Opitciwan	30	Secondary 1 to 5	18.74	32,991	167,010
13	Wemotaci	8	Secondary 3 to 5	8.14	14,337	16,475
	Total	**169**		**100**	**176,053**	**358,805**

Source: Rapport Préliminaire - Alternance Études Travail, Mars 1997.

Note: The amounts of contribution not requested was redistributed to communities that put in a proposal for projects.

Table 13

Objectives of the Schools Program	
Community and School	**Program Objectives**
Gesgapegiag - Learning CTR	• provide an alternative for students not pursuing college/university • give prerequisites for employment in the local work force
Kahnawake - Survival School	• research by a coordinator to prepare and adopt curriculum in preparation for next year
Kanesatake - Kanesatake Jr. High	• promote an understanding of the relevance of school • provide awareness of different careers • develop increased skills and self confidence to make students' transition to work easier • broaden understanding of the workplace
Kitigan Zibi - Kitigan Zibi School	• allow select Secondary 4 students the opportunity to gain experience in a work related area of interest • gain broader understanding of requirements in select career areas • make the connection between academics and the real world
Listuguj Alternative School	• provide opportunities for students to combine school-based learning with workplace experience • Ease the transition from school to work
Winneway - Amo Ososwan School	• describe seed germination process • work cooperatively in a small group setting
Lac Simon - École Amik Wiche	• prepare students for work co-op terms • develop self confidence in students • promote success in school studies • develop a better understanding of language education • develop skills and training • contribute to the community through students' new work experience
Manawan - École Otapi	• provide an opportunity to gain work experience • develop self-esteem and sense of responsibility in students
Mashteuiatsh - École Kassinu Mamu ISPJ 3	• prepare students for future jobs through work related school terms • the program is based on a partnership between a school enterprise, teachers, and a community economic development initiative • develop independent and responsible workers • integration of Aboriginal culture into work experience
Opitiewan - École Mikisiw	• promote traditional ways through apprenticeship/work experience • provide construction skills to renovate and develop the community
Wemotaci - École Waratinak	• permit students to discover interests and tastes in career options • instill a sense of value in students through new responsibilities • integrate students into the community

Respondents at all levels noted that it is too early to measure the impacts of the co-operative education program. Many believe it will take at least a couple of years before they can measure results.

Overall Results

Respondents at all levels agreed that the programs have had positive results and that they have met the objectives of the first two programs (summer placement and science camps). One respondent commented that the programs were "*very popular and well-received*". Respondents believe it is too early to make this conclusion about the co-op program although they believe it too will have positive effects.

Although the career summer placement program and the co-op programs may not be directly related to a career, they do provide work experience and life skills that will help young people in future jobs. Some cooperative education positions are truly career oriented, such as in band administration and health. They believe the science camps encourage the study of science.

Lessons Learned and Suggestions for Improvements

Lessons Learned

We have identified several lessons learned about the implementation of the strategy thus far.

- all respondents mentioned the timing of the strategy. The timing made it difficult to make sure communities were on board and that they allocated funds and began programs. In Quebec an infrastructure to deliver the programs through the five implementing organizations existed and the implementation of the programs was relatively quick and smooth.

- regional personnel believe that it is a good thing that DIAND renewed the strategy. Otherwise, DIAND would have compromised its credibility with First Nations. DIAND regional staff believe the department could not ask First Nations to make a commitment to planning programs without a similar commitment to renewing the strategy.

- sometimes employers did not know what to expect from the programs and the CEPN stated that a few were hesitant to take on students. The CEPN believes that communities need to communicate more with employers at the local level.

- Native students will need to pursue more employment opportunities with Aboriginal and non-Aboriginal businesses on and off reserve as the First Nations public sector, like its federal government counterpart, is in decline. Economic development, business, and agriculture were areas mentioned to pursue.

- there is a difference between the needs of northern and isolated communities compared with those in more urban locations. The needs of the Inuit will vary from those in Village Huronne in Quebec City. Isolated communities will find it difficult to set up a co-operative education program and to give its students opportunities for jobs.

- science summer camps were very successful, especially the partnerships with the universities. However, many students only speak French and will have difficulty in accessing and understanding the camps, in particular the technology and computer camps offered predominantly in English. French First Nations may need to consider an immersion component to the camps to make sure they are accessible to more students.

- most respondents agreed that the program guidelines are flexible and need to remain that way so communities can adapt them to their special needs. However, the guidelines are believed to prevent students who quit school or are in a community with no school from gaining work experience. They believe that many of these students may return to school if a program existed for them.

- respondents believe that it is too early to measure the results of the co-operative education program. They had no suggestions about the type of performance measurement indicators needed to measure long-term program impacts. The respondents believed that this was the responsibility of the communities and their organizations.

- most respondents believe that program reporting must be balanced against the cost of current programming and the resources needed for more elaborate data collection. They believe that current reporting is sufficient given the budget of the program and the fact that these are not long-term, permanent programs. Respondents state that long term measurement of programs is dependent on whether the program becomes part of the department's core fund. Without program stability there is no need to identify performance indicators or evaluation at the community level.

- respondents at the community level felt a sense of ownership to the programs because their own organizations managed them. They indicated that they would report information to their own organization willingly but did not see where DIAND had a role to play in their evaluations and reports.

- respondents believe that communication of the strategy to the First Nations was sufficient. The Quebec Region believes the best way for headquarters to communicate with First Nations is through regional channels. The region has developed a relationship with the First Nations organization and does not want mis-communication from outside parties.

- community respondents believe political support of the community is essential for the strategy's programs to be successful. This support was evident in the community of Mashteuiatsh. The Band Council is also a major partner in developing the strategy, establishing priorities for the coop program, making funding from HRDC programs available, and providing employment for some students.

- the model of First Nations implementing organizations managing the strategy for its member communities is working well. Organizations can easily provide leadership to their members since they already have a mandate in education from them. The existing network makes it easier to share information among communities as well as request reporting information. The model also works well because the region provided separate funds for the organizations to administer the strategy. The region focuses on developing relationships with the five organizations and common policy matters as opposed to reviewing proposals and funding which it has limited resources to handle.

Suggested Improvements

Respondents made a few suggestions for improvements.

- the regional respondents stated that the renewed strategy should include an amount for First Nation organizations to administer the program. They could take a percentage of the money for their needs. This would eliminate the separate funding for the five First Nation organizations.

- there should be more information sharing with other communities. There should be a forum where communities share best practices and other experiences.

- science camps should be expanded to year round activities and include an immersion component to ensure more students can access them.

- some respondents believe DIAND should consider expanding the strategy to include co-operative adult education and work experience for students who are not in school or in a community that does not have a co-op program.

The department has since acted upon most of these suggestions through the renewal of the strategy.

Conclusions

The Quebec Region uses an effective model for implementing and delivering the DIAND Youth strategy programs. The region mounted the programs quickly and effectively because of the existing five First Nation organizations already in place. The First Nation organizations have been formed by the communities that fully support their efforts and initiatives. Communities such as Mashteuiatsh may have a greater sense of ownership for the strategy's programs because their own mandated organizations oversee them. Obtaining reporting information in Quebec may also be easier because organizations such as the CEPN are better able to communicate the importance of this information to communities. The CEPN also withheld some funding until reports were submitted.

The community of Mashteuiatsh has chosen to focus its efforts and the co-op education program on special needs' students as opposed to students who may achieve career success through post secondary education and training. Given the disadvantages faced by reserve communities throughout the country this may also be a trend in other First Nation communities.

The CEPN and the community of Mashteuiatsh have successfully begun the process of implementing all three youth programs. After one year's experience, respondents had many ideas for future improvements. Both were happy that DIAND had renewed the strategy and that their work will continue.

List of CEPN Documents

Principal Mandates and Activities, Conseil en Éducation des Premières Nations. 1996-1997.
Rapport Global (Summary of Results for all three Youth Strategy programs), November 1996. This report provides a summary of the results of each program and a brief one page report from three communities.

Rapport Préliminaire - Alternance Études Travail, March 1997. This summary report outlines some of the results achieved by the three programs, including the number of students involved, the objectives of each participating school, and the total contribution received by each community.

Summer Placement Report, Summer 1996. Provides a summary of the types of jobs obtained by students, their level of education, and the number of weeks worked.

Summer Camps Annex information, Fall 1996. This table provides the number of participants in the camps, their level of education, the number of days in the camp, and the hosting institution.

Summer Camps in Science and Technology, Information Booklet for Communities, April 24, 1996. The booklet explains the program, who is eligible, how to apply, and the reporting required. A sample contribution agreement form between the community and the CEPN is also provided.

Youth Employment Initiative, Information Booklet for Communities, April 29, 1996. The booklet explains the program, who is eligible, how to apply, and the reporting required. A sample contribution agreement form between the community and the CEPN is also provided.

Cooperative Education Program, Information Booklet for Communities, July 2, 1996. The booklet explains the program, who is eligible, how to apply, and the reporting required. A sample contribution agreement form between the community and the CEPN is also provided.

Departmental Audit and Evaluation Branch
Corporate Services
Department of Indian Affairs and Northern Development

Evaluation of the DIAND Youth Strategy

Regional Review of Manitoba

Appendix 3

96/26

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Introduction

A year ago DIAND announced its Youth Strategy. As part of the initial program funding, the department is required to undertake an interim evaluation of the strategy's three programs: the Summer Student Career Placement Program, the Science and Technology Summer Camp Program, and the Cooperative Education Program. The first two programs were implemented last summer while many schools are still setting up their Cooperative Education Program. Therefore, the evaluation which includes a case study component, presents short term impacts and lessons learned to date.

Purpose of the Appendix

The regional review provides an understanding of how the department implements the Youth Strategy programs at the regional and local levels. The purpose of this appendix is to provide details about the delivery process, short term impacts, lessons learned and best practices. The appendix also identifies suggested improvements mentioned by participants.

PRA conducted the case study and regional review jointly with Aboriginal consultant Larry Morrissette.

Methodology

PRA conducted in-person interviews and a file review at the DIAND regional office in Winnipeg during the spring of 1997. We interviewed the following 5 staff: the Associate Regional Director General; the Director, Operational Policy Directorate (Intergovernmental Affairs); two managers from the Funding Services Directorate; and the DIAND Youth Coordinator.

We examined the following files:

- proposals submitted for all three strategy programs;
- regional reports;
- program applications made by First Nations; and
- reports submitted by First Nations on the 3 strategy programs.

We also conducted a case study of the Peguis First Nation in May 1997. The Departmental Audit and Evaluation Branch (DAEB) originally contacted the school board by letter and via telephone to ask for their participation in the study. PRA then contacted the school board administrator who referred us to the Summer Student Career Placement Program coordinator at the Peguis Development Corporation. During our visit we interviewed the following 5 personnel:

- the coop coordinator at the high school;
- two science and technology summer camp coordinators;
- a teacher currently planning a computer camp for this summer; and
- the summer student career placement coordinator.

We also conducted a group discussion with 6 grade 12 students participating in the Peguis Central School's cooperative education program. We also completed telephone interviews with representatives in two other Manitoba First Nations communities.

Structure of Report

Section 2 of this report provides an overview of DIAND's Manitoba Region and its implementation of the Youth Strategy. Section 3 provides an in-depth look at Peguis First Nation. Sections 4 presents some short term impacts in the region, while Section 5 identifies suggested improvements. Section 6 identifies some lessons learned and best practices. Section 7 presents our conclusions.

The Region's Role in the Strategy

The Manitoba Region previously funded its own summer student career placement program but replaced it with the Youth Strategy's program when it was introduced last year. The Summer Science and Technology Camps and Cooperative Education programs are new to the region.

Intergovernmental Affairs oversees the administration of the strategy, reviewing proposals, deciding on how to allocate funds, as well as collecting and reviewing individual program evaluation reports. Funding Services is responsible for actually allocating funding to First Nations and reviewing their financial statements at the end of the year.

Regional Funding

The region received a total of $1,659,782 for the Youth Strategy allocated as follows:

- $803,292 for the Summer Career Placement Program;
- $110,858 for the Summer Science and Technology Camps Program;
- $745,632 for the Cooperative Education Program.

The Manitoba Region redistributed the $803,292 for the Summer Career Placement Program according to its own funding formula. The region set up the formula to ensure small First Nations receive the same base amount as larger ones. This enabled each community to hire at least one student at the high school and post-secondary levels. The formula is made up of two components:

- $341,112 is allocated under the base amount;
- $462,180 is distributed on a per student basis.

Table 1 shows how the formula is broken down.

Table 1

Summer Student Salary Calculations Per Student Allocation				
Base Amount Per First Nation			**Per Capita Student Allocation**	
	High School	**Post-Secondary**	# of First Nations	61
# of weeks	8	16	Total Minimum Requirement ($5592@61)	$341,112
Hours/week	37.5	37.5	Total Allocation	$821,280
Hourly rate	$5.40	$5.40	Amount Left for Redistribution	$480,168
Total Salary	$1620	$3240	# Students > 15 years on the Nominal Roll	3702
Employer's Share (CPP/UI) @ 6.93%	$112	$225	# Students on 94 Student Registry	3815
Vacation Pay	4%	4%	Total # of Students	7517
Overhead	$100	$100	Allocation per student	$63.88
Total Allocation	$1897	$3695		
Requirement for each First Nation	$5592			

Each First Nation receives the $5,592 base amount and $63.88 per student. For example, a First Nation with 47 students receives a total amount of $8,594 of which $5,592 is the base amount and $3,002 is allocated based on the number of students ($63.88 X 47 students).

Respondents report that Funding Services holds back 10% of the funding until the program evaluation reports for all 3 of the strategy's components have been submitted.

The region allocated funds for the Summer Science and Technology Camps and Cooperative Education programs based on headquarters' guidelines and on a "first-come" basis.

The Development of the Strategy

The following describes how the strategy was developed in Manitoba.

In the spring of 1996 when the strategy was launched, the region mailed a letter and the policy guidelines to all chiefs and councils to announce the programs. The staff had to act quickly as the school year was ending.

Letters asked chiefs for input on how they wanted to handle the process. The strategy was also on the agenda of the Assembly of Manitoba Chiefs. In addition, the region had two meetings with First Nations education directors to obtain their suggestions.

Regional respondents reported that they wanted to arrange a meeting with chiefs but bands and Tribal Councils were not interested in administering the strategy on behalf of the region. Regional staff believe First Nations did not feel comfortable allocating funding and evaluating the proposals of fellow communities. Therefore, DIAND took on the strategy administration.

DIAND Manitoba decided that for the Summer Student Career Placement Program all First Nations would be eligible for one 16-week placement for a post-secondary student and one 8-week placement for a high school student. The remaining funds were distributed on a per capita basis.

As mentioned earlier, for the Summer Science and Technology Camps and Cooperative Education programs, the region accepted proposals and allocated funding on a first-come, first-served basis. DIAND Manitoba funded 5 First Nations participating in the science camps and 11 First Nations schools through the Cooperative Education Program.

Program Guidelines

The guidelines were adapted to regional needs. For example, DIAND guidelines indicate that work placements had to be a minimum of 6 weeks and at least 30 hours a week but in reality the band decides the length and number of placements. Out of 826 placements, 173 were less than 6 weeks and 653 were 6 to 8 weeks. Respondents stated that many bands opted for shorter terms so that more students could have a summer job.

The summer science camp guidelines were also modified. The region stated that many bands set up their own science camps because the time between the strategy announcement and the summer was too short for First Nations to set up their camps. Other communities conducted their camps during weekends in the fall. The region received approval for this change from headquarters, however the guidelines have since changed to allow for year round camps.

Communications

Presently, the department mails two copies of documentation to Chief and Council, and the Director of Education for each band. DIAND respondents believe that most First Nations do not have access to the Internet and the region does not use it to communicate with them. One respondent speculated that this may change once Industry Canada's Schoolnet program makes First Nations' access to the Internet easier.

Reporting

Reporting on the strategy occurs through First Nations funding agreements and the strategy's program evaluation forms. In the spring of 1997 when we visited the region to conduct file reviews it had received information on the Summer Student Career Placement and Summer Science and Technology Camps programs. The region had data on the number of participants, their ages and grade levels for these two programs. The region had received several progress reports on the Cooperative Education Program but other communities had yet to submit them. The cooperative education reports varied greatly from comprehensive studies to a one-page description following the format of the other strategy programs.

Regional staff believe that reporting has been adequate for the purpose of accountability to the funder but needs to be improved for policy and programming purposes. Respondents say reporting should address the outcomes of the program.

Other Parties Involved in Youth Programming

Regional respondents were aware of few other parties involved in youth programming in Manitoba and could not identify First Nations organizations that assisted communities in implementing the strategy on a regional basis.

Regional respondents identified Human Resources Development Canada (HRDC) and Industry Canada (IC) as other federal departments working with First Nations youth. Respondents mentioned HRDC's summer student placement and the Youth Services Canada programs, as well as IC's Schoolnet program. Regional respondents were not aware of any provincial programs or initiatives for Aboriginal youth[1].

[1]While regional staff were not aware of any provincial programs to assist Aboriginal youth we found that the Manitoba Government has an Aboriginal youth program called "Partners for Career".

Background on the Community

Peguis First Nation reserve is located two hours north of Winnipeg in Manitoba's Interlake region. Peguis is a relatively large First Nation with a population of almost 6000 of which half live on-reserve[2]. Other First Nations in the area include Fisher River and Jackhead. Towns located in the area include Hodgson and Fisher Branch. The Métis community of Dallas between Peguis and Fisher River also conducts business and interacts with Peguis.

The community has many businesses. Several of these businesses are located in the newly built mall along with the Band Office. Peguis also has a development corporation and revenues to invest in developing the community. The First Nation is currently building a new elementary school. The current school houses 700 students, 500 elementary (K-8) students and another 200 in high school (grades 9-12).

Respondents say the Chief and Council recognize that it is important to help young people succeed. In past years, many students have gone to Winnipeg to pursue post-secondary education and to find work but have had difficulties because they were not well prepared. It was reported that Peguis wants to strengthen the fabric of the on-reserve community so students can become the leaders of tomorrow. Another goal is to help students make the transition from the reserve to the city where many young people train to become professionals. Respondents say that having more professionals from their community is an essential component of self-government. Interviewees expressed a pride about their community as more people return to the reserve to stay.

Overview of the DIAND Youth Programs

Peguis First Nation participated in all three of DIAND's Youth Strategy programs. According to regional data, Peguis received a total of $201,902 allocated as follows:

- $65,214 for the Summer Science and Technology Camps Program;
- $31,188 for the Summer Student Career Placement Program;
- $105,500 for the Cooperative Education Program.

The school board is involved in the summer camps and cooperative education programs. The Peguis Development Corporation runs the summer student placement program.

[2] 1995 Indian Registry.

Summer Student Career Placement Program

Peguis First Nation has had a summer student placement program in place for almost ten years. The Local Area Management Board responsible for training, and the Peguis Development Corporation oversee the program. The Peguis Development Corporation, which financially administers the program, hired a coordinator to run the program. The program is an interactive one with a committee of members from the Development Corporation and the school board which administers the Cooperative Education Program.

Peguis has the largest Summer Career Placement Program in Manitoba with 142 participants last summer. Regional data indicate that apart from the $31,188 DIAND allocation, Peguis spent an additional $205,860 of which 80% comes from band revenues.

On average, the students work 6-8 weeks during the months of July and August. In addition, two student coordinators at the post-secondary level work for 16 weeks to help organize the younger students. These coordinators were distributing applications and recruiting students in the school foyer during our visit.

A wide range of job placements are available to Peguis students both on and off-reserve. Table 2 provides a detailed list of these jobs.[3]

Table 2

Types of Jobs Available to Peguis Students Participating in the Summer Student Career Placement Program		
Labourer	Housekeeping/laundry aide	Summer employment coordinator
Receptionist	Kitchen aide	Assistant summer employment coordinator
Maintenance	Financial clerk	Hospital technical aide
Child care worker	Social clerk	Piping assistant
Health care aide	Activity analyst	ACCPAC worker
File clerk	Mall custodian	
Research student	Medical transport assistant	

Many of the employers have been involved with the program over the past several years. New employers are recruited regularly through letters and contact from Chief and Council.

[3] Peguis First Nation Proposal for the Summer Career Placement Program, Spring 1996.

Matching Students with Placements

Students fill out job applications based on their interests and the coordinator attempts to match them with appropriate jobs by referring students to employers for an interview. Employers interview several students and select the best candidate. This year jobs will be posted with requirements and skills listed so that students will be able to decide where to apply.

This is the first year of cooperative education at the school, whose program is called the Cooperative Work Education Program. The Summer Student Placement Program coordinator plans to work closely with the counterpart in cooperative education to ensure students in both programs have access to summer placements. This is important because employers want trained students from the Cooperative Work Education Program to stay on as their summer students.

Summer Science and Technology Camps Program

Last year was the first year of the camp. There were 15 campers and 3 students trained as counsellors. The target group was students in grades 6 to 8. The teachers coordinating the program expressed a concern that native children do not show an interest in science and wanted to change the situation. The coordinators used the natural environment and native culture to entice students.

The week long camp was held at Tommy's Point on Lake Winnipeg. Students camped in the bush and participated in activities such as testing the soil. Topics covered included:

- native plants and medicines;
- habitat, growth patterns and needs of wildlife;
- chemistry of the various plants in the area;
- air and water studies;
- history of the area and legends;
- study of stars and galaxy.

Respondents said the camp had positive results which were written up in the school newspaper and in DIAND headquarters' communication package which was shared with other communities across the country.

The coordinators suggested the following improvements for the future:

- a more advanced camp for older students;
- a craft instruction component to instill the practical uses of items in the environment; and
- move the camp to the last week of July.

Respondents stated that there are plans to expand the program by adding a computer science camp. The facilities already exist at the school which has a computer lab.

Cooperative Education Program

Cooperative education at Peguis First Nation began as an alternative program for special needs students. The program was replaced with the current program open to all high school students when DIAND strategy funding became available. The coordinator reports that the current program is more successful than the previous one as many special needs students tended to drop-out.

The Peguis Central School Cooperative Work Education Program has two main goals:

- to help students function effectively in the workplace and society as a whole; and
- to help students acquire the knowledge and skills required to develop a healthy and positive attitude toward themselves as individuals, the work environment, and society at large.

The program consists of 30 hours of class work and 80 hours of practical work experience for which students are given an education credit. The program has 10 students per semester and up to 40 per year. The program has expanded from the 10 students it had the first year.

Setting Up the Program

Peguis devoted considerable preparation to their program which respondents report that this upfront work is necessary for the program to succeed. Table 3 provides a list of the activities required before a student begins a work placement.

Table 3

Preparation for the Work Education Program at Peguis First Nation
1) Presentation to students - proposal information and awareness
2) Letter to employer - program information and request for participation
3) Follow up telephone call to employer - confirmation of participation
4) Letter to employer - participation thank you
5) Student registration - early request (1 semester) - see guidance counsellor to check course equipements/timetable - complete application form - choose work-site
6) Letter to employer - student placement
7) Letter/telephone call to parent - student participation/approval
8) Coordinator/employer meeting - review program with student information - tour work-site
9) Approval forms and signatures - forms for administration, parents and students - application form - enrollment - package to employer (program information) - student log to be completed once a week
10) In class component - job readiness skills - job orientation/interview - by employer - mock interview - student is ready

The school also developed a comprehensive manual containing the objectives of the program and the criteria for admission. The manual also contains information on the following topics:

- program structure and content;
- the roles of coordinating teacher, advisory committee, employers, and students;
- community support and resources; and
- a course outline.

The program has an advisory committee made up of an elder, a teacher, a resource teacher, an employer, and a school board member. The committee has regular meetings to discuss the program and issues affecting students.

Recruiting Employers

The Cooperative Education Work Program coordinator reports spending significant time recruiting and promoting the program to employers and this has led to the establishment of a large bank of potential job placements. The coordinator sends out letters and contacts each employer personally. The coordinator also visits the employer's site and has a luncheon for employers at the end of the semester to show the school's appreciation for participating in the program.

The coordinator states that every effort is made to match students and employers. However, if an employer does not keep students challenged, the program will not send others there. If a student is not acquiring skills, the coordinator will meet with the employer and changes to the placement are made. The coordinator reported that this has only happened once and that employers tend to be very cooperative.

Partnerships On and Off Reserve

Many employers on and off-reserve participate in the Summer Student Career Placement and Cooperative Education programs.

Off-reserve partners include Manitoba Telecommunication System (MTS) and Manitoba Hydro. In addition, the Peguis Student Services Offices in Winnipeg has 3 councillors to help with skills development and the transition period for students who move to the City. More and more students are also moving to the City of Brandon and the Development Corporation coordinator is trying to establish contacts there. Presently, councillors go to Brandon bi-weekly. In Winnipeg, employers include the School Board and the Intertribal Child and Family Services agency. Both the Summer Student Career Placement and the Cooperative Work Education programs want to broaden their network of employers in Manitoba cities to include all companies that deal with the Peguis First Nation.

There is little mention of other federal departments as partners in youth programs. Peguis partnerships are mainly locally driven and private sector based. Figure 1 provides a list of employers participating in the programs.

PARTNERS IN EDUCATION
BANK OF EMPLOYERS

Peguis Shop Easy
Peguis Seniors Centre
Peguis Alcare Centre
Peguis Development Corporation
Peguis Band Office
Peguis School Board
Peguis Auto Body
Concrete Plant
Home Hardware
Peguis Band Shop
Child and Family Services
Health Centre
Gaming Commission
Dental Clinic
Peguis Central School
Peguis Enterprise
Sport Zone
Sarah's Beauty Salon
Irene's Gift Shop
AKA Midway Services
Hodgson Forestry
Percy E. Moore Hospital
Pine Cone Dairy Bar
Royal Bank
Manitoba Telecommunications System
Fisher Branch Veterinarian Clinic

FIGURE 1

Program Guidelines

In terms of program guidelines, respondents working with all three programs found them to be flexible and not stringent. Respondents stated that it is important to have the community decide how programs should work and adapt the guidelines to meet their needs.

Impacts

Summer Placement and Cooperative Work Education Programs

Coordinators and students in the group discussion were overwhelmingly positive about the program. Students said they learned valuable skills such as preparing cover letters and resumes, and taking part in interviews. Students were treated as regular employees so they gained real life experience. The students said they would recommend the program to their friends and identified the following impacts:

- valuable work experience;
- knowledge of community needs and future jobs;
- new skills;
- preparation for jobs in the outside world (i.e., resume, letters, interviews);
- confidence and improved self-esteem;
- better attitudes toward school; and
- community appreciation (i.e., a place to come back after graduation).

Annex 1 provides a summary of the group discussion with students.

Coordinators of the summer placement and cooperative education programs also mentioned other skills students gained.

Life skills - Students were shown how to make money, budget themselves to pay rent, obtain a bus pass, and work out busy schedules.

Work experience - Youth gained experience in the areas of computers, sales, administration, police, and veterinarian medicine, among others.

Ethical skills - Some students learned about confidentiality issues such as taking an oath, doing police work, and security clearances.

The Cooperative Work Education Program Review completed in May 1997 states that *"The Cooperative Work Education Program has proven to be greatly supported, appreciated and very beneficial to all participants."* Figure 2 provides a list of benefits identified in the Peguis review.

Science and Technology Camps

Respondents stated that the camp met its objectives. Students learned about science and many were encouraged to continue studying sciences in high school. Students also learned about the environment and how their ancestors used the land. Interest has grown for future camps and the program plans to expand to include a computer camp component.

Benefits for Participants
in the Cooperative Work Education Program

Benefits to students:

- enhances self-esteem;
- enriches employability skills;
- motivates a "Stay In School" attitude;
- broadens horizons on career opportunities beyond the classroom and the community;
- further increases life skills and awareness of the realities in the work world;
- provides a smoother transition from school to work and from a rural to an urban setting.

Benefits to businesses and organizations in the community:

- increases awareness of the education system;
- direct involvement in developing curriculum that is responsive to the needs of the work world;
- educate future professionals;
- create a trained and skilled workforce;
- create links to the community;
- foster a positive community profile;
- develop corporate pride;
- opportunity to assess and recruit future employees;
- opportunity to develop students' work ethics.

Benefits to the education system:

- enrich school curriculum;
- reduce the drop-out rate;
- create more educational opportunities;
- foster a positive school-community relationship.

FIGURE 2

Summer Career Placement Program

Table 4 provides the details about the number of participants, education levels and the amount of money spent at the regional level.

Table 4

Manitoba Region Career Summer Placement Program Results		
		Total
Number of participating bands		61
Total participating youth - male - female		867 439 428
Grades	< 9 9 10 11 12/13 some post secondary post secondary diploma/degree	57 147 160 140 163 94 32
Applicants by age	12-14 years 15-19 years 20-24 years 25-30 years 30+ years	68 589 129 40 22
Total spent		$1,182,731
DIAND (federal funds)		$803,292
Other funding including employer contribution		$379,439
Amount to manage the program		$96,416
Amount in the hands of participants First Nations		$1,078,745
Average amount in the hands of each participating First Nation		$6,800 to $34,000
Hourly wages for students		$6.40 to $11.00
Duration of jobs	1-2 weeks 3-5 weeks 6-8 weeks 9-12 weeks 12-16 weeks	104 69 646 40 8
Source: DIAND Manitoba Region, March 14, 1997		

Our file review indicates that 6 First Nations hired approximately 37% (n=317) of the total number of students in the Summer Student Career Placement Program. Peguis hired the most students (n=142).

Contributions from Other Funding Sources

First Nations in Manitoba contributed $379,439 of funding from other sources, approximately 32% of the total spent on the program.

- Forty-one First Nations of the 61 funded reported leveraging funding from other sources to contribute to their programs. Of these:

  - 44% (n=18) contributed between $1,000 and $10,000
  - 37% (n=15) contributed less than $1,000
  - 12% (n=5) contributed between $10,000 and $20,000
  - 5% (n-2) contributed just over $20,000
  - 2% (n=1) contributed over $200,000[4]

Less than 10% ($96,416) of the total cost of the Summer Student Career Placement Program is spent on managing the program. Approximately 41% (n=25) of First Nations did not report any amount spent on management costs. This may be because smaller communities do not have a program coordinator.

Youth Employment Opportunities in the region

Our file review of First Nations evaluation forms and reports found that the majority of First Nations (n=33) reported that students had worked for band government in the community. The jobs were diverse and students worked for the following organizations:

- economic development office;
- education authority/board of education/school;
- health authority;
- housing development;
- the nursing station;
- water treatment plant;
- drop in centre; and
- air terminal.

Several First Nations (n=8) reported that their students had worked in the retail sector, such as a grocery store or gas bar. Students also worked for other organizations, including:

- Awawis/Child and Family Services Interlake Region;

[4] Peguis First Nation was the community that reported spending over $200,000 of its own funds to finance the Summer Student Career Placement Program.

- Pathways program at Human Resources Development Canada;
- Parks Canada;
- Public Works Canada;
- a hospital;
- a senior centre;
- Gaming Commission; and
- Ministry of Social Services.

Many of the jobs were in the fields of recreation, construction, maintenance, and clerical work.

Summer Science and Technology Camps Program

Table 5 provides the details about participants, education level and the amount of money spent at the regional level.

Table 5

Manitoba Region Summer Science and Technology Camp Program		
		Total
Number of participating bands		5
Total participating youth - male - female		95 47 48
Education level (Grades)	5 - 8 9 10 11 12	24 11 8 1 6
Age of participants	9-11 years 12-13 years 14-15 years 16-17 years 18-20 years	8 13 11 7 11
Total spent		$1,182,731
DIAND (federal funds)		$803,292
Other funding including employer contribution		$379,439
Amount to manage the program		$96,416
Amount in the hands of participants First Nations		$1,078,745
Average amount in the hands of each participating First Nation		$6,800 to $34,000
Hourly wages for students		$6.40 to $11.00
Source: DIAND Manitoba Region, March 14, 1997		

A total of five projects worth $64,476 were funded under the Summer Science and Technology Camps Program. Please refer to Table 6 for details. In addition, the region also funded fall/winter activities for the First Nation of Wasagamack ($15,735) and Peguis ($30,647) for a total amount of $46,382.

Table 6

Manitoba Region - Summer Camps Program							
First Nation	Number of Participants			Funding			
	Total	Male	Female	Total	Federal (DIAND)	Other Funding	Management Cost
Summer Camp							
Peguis	45	14	31	$36,958	$32,067	$4,891	$3,100
Peguis	1	1	0	$5,000	$2,500	$2,500	0
Lake St. Martin	25	13	12	$11,265	$10,840	$425	0
Pine Creek	10	5	5	$7,474	$5,312	$2,160	0
Opaskwayak	14	14	0	$13,757	$13,757	0	0
Total	95	47	48	$74,454	$64,476	$9,976	$3,100

Note: The second Peguis project ($5,000) was for one student to attend the science academy in Pinawa.

Source: DIAND Region, November 1, 1996.

Individual First Nation Summer Camps

First Nations submitted a proposal to become eligible for the program and most also completed a report on programs results. Below are some highlights from our file review:

The Opaskwayak and Wasagamack education authorities indicated that their summer camps would focus on herbal medicine and habitat. One program report stated that *"Students learned about local medicine, how to make group decisions, and how to look after wildlife"*.

Fisher River First Nation planned activities included field trips to Winnipeg to visit an aerospace company, a water treatment plant and the airport.

The Pine Creek First Nation planned an Internet camp at the University of Brandon.

Cooperative Education Program

Eleven communities participated in the Cooperative Education Program and received a total of $745,632 in funding[5]. Table 7 provides a breakdown by community.

Table 7

Full Academic Year Allocation - Cooperative Education Program						
First Nation	**Program Design**	**Salary**	**pre placement**	**Work Placement**	**Evaluation**	**Total**
Waywayseecappo	$5,000	$25,000	$7,000	$23,000	$2,500	$62,500
Totinaowazibeeng	$1,000	$25,000	$4,000	$9,200	$2,500	$41,700
Little Saskatchewan	$5,000	$25,000	$4,000	$20,000	$2,500	$56,500
Long Plain First Nation	$5,000	$25,000	$7,000	$20,000	$2,500	$59,500
Sayisi Dene	$9,000	$33,750	$3,000	$23,000	$2,500	$71,250
Lake St. Martin	$5,000	$25,000	$4,000	$20,000	$2,500	$56,500
Lake Manitoba	$5,000	$25,000	$6,000	$18,000	$2,500	$56,500
Sapotaweyak	$5,000	$25,000	$7,000	$23,000	$2,500	$62,500
Peguis	$5,000	$50,000	$7,000	$41,000	$2,500	$105,500
Cross Lake	$5,000	$55,682	$5,500	$36,000	$2,500	$104,682
Fisher River	$5,000	$25,000	$7,000	$29,000	$2,500	$68,500
TOTAL	**$55,000**	**$339,432**	**$61,500**	**$262,200**	**$27,500**	**$745,632**
Source: DIAND Region, March 14, 1997						

Individual Cooperative Education Programs

Some schools submitted detailed reports about their cooperative education programs while others submitted a one-page evaluation form. Some highlights from the file review include:

- Peter Yassie Memorial School reported that students were placed at sites such as the community airport, maintenance garage, Dene Trading Post, post office, and nursing station.

[5] Regional data indicates that First Nations received the $745,632 in cooperative education funding as follows: $537,642 in 1996-1997 and $207,990 in 1997-1998.

The academic portion of the program makes up 40-60% of the students' day. Learning activities include: life skills, computer-based modelling, and a change in attitude towards the importance of education. The report acknowledges that it will take more time than anticipated to develop its in-school curriculum component.

- the Otter Nelson River School evaluation report indicates that 21 students enrolled since the program began in the fall of 1996. The following results were observed:

  "Students have a better sense of responsibility and a sense of worth."

  "Youth get out into the workforce and act like adults (take transportation, show up for work, etc)."

  "Better role and self image is being created."

- the Fisher River Board of Education evaluation report indicates that its program had 15 students enrolled and one drop-out since it began in August 1996. The program also provides a "learning life styles" workshop which is intended to develop self-confidence, self-esteem and to change a student's attitude and behaviour. The report states, *"We changed the criterion for work experience to promote healing and the learning style of the students. None of the students were at the stage in their development to be able to function in a structured business setting without a great deal of supervision."*

- Long Plain First Nation submitted a report that describes its student's log, evaluation form, and cooperative education policies.

- the Waywayseecapo Education Authority reported that it was implementing its program.

The other schools did not submit a detailed report and there was little information on evaluation forms about their program.

Performance Measurement and Program Objectives

DIAND Regional staff anticipate positive results on the objectives of increased self-esteem, promotion of science careers, and exposure to new technologies. Respondents also believe the strategy will provide career related employment experience but they do not feel it has yet had an impact on the transition from school to work. Some DIAND respondents believe the strategy may be less successful at advancing career opportunities for students because there are few reserve-based jobs related to the students' areas of study, especially in small isolated and remote communities.

DIAND regional staff had few ideas about what kind of information should be collected to measure long term impacts. Many believed that the data currently collected is sufficient for financial accounting purposes but is limited in terms of providing information to make policy or program changes.

Peguis First Nation respondents were very positive about collecting information to measure long term impacts. At present the focus is on enhancing strategy programs but respondents were interested in measuring long term impacts. Respondents stated that tracking students over the years would be an effective way to measure performance, especially in the Cooperative Work Education Program. Respondents suggested several indicators that might be used to assess long term effects:

- careers selected;
- drop-out rates;
- withdrawals from programs; and
- changes in students' academic marks.

First Nations respondents acknowledged that it would be difficult to assess whether or not program performance was due to these factors.

Suggested Improvements

Regional respondents made the following suggestions for improvements:

- regional staff suggested that the Manitoba Region transfer its portion of the administration of the strategy (i.e., reviewing proposals, allocating funds, and reviewing evaluation forms) to First Nations. DIAND regional staff believe First Nations organizations are not interested in managing the strategy on a regional basis. Respondents suggested that more information about First Nations' reluctance is needed to assess how the strategy might be administered regionally by one or more First Nations organizations.

- regional respondents suggested the use of two-page guidelines instead of a 10-page policy. First Nations design their own programs so a long policy is not believed to be needed.

- respondents believe the strategy should provide extra funds for travel and reallocation costs for students to take off-reserve jobs in locations away from their communities.

- some regional respondents believe the strategy has created temporary employment opportunities and would like to see training for more trades included in the strategy.

- respondents suggested that the strategy should focus on young people who are not in school. They also suggest that the strategy encourage students to create new business employment opportunities.

The renewed strategy will address the last two concerns.

We also conducted interviews with two First Nations in Manitoba which made the following comments:

- there should be changes to the region's per capita funding formula as it does not allow small First Nations to develop a full program.

- the strategy is based on partnerships among education, youth, and private business. However, more work must be done in communities where private business is absent. One respondent stated that in such cases resources are needed to improve basic life skills to prepare the student for pursuing education and/or the work force.

Peguis First Nations respondents made several suggestions to improve the strategy and its programs. These comments are mainly related to the way First Nations may want to administer their programs, in particular the Cooperative Education Program.

- The Cooperative Education Program is thought to be so valuable for students that it should be mandatory for all students and a prerequisite for grade 12 students to graduate.

- Respondents suggested that more class time is needed to help prepare students who lack skills and guidance before they go to work for employers.

- One respondent suggested that the Summer Student Career Placement Program should begin with a coop term for grade 12 students in the 4th semester.

- The Cooperative Education Program should expand beyond the community boundaries because students need support as they attend post-secondary institutions in urban centres.

Lessons Learned and Best Practices

Respondents identified a number of best practices and/or lessons learned during our review of the Manitoba Region and site visit to Peguis First Nation.

- Regional and First Nations respondents acknowledge that cooperative education programs are new to many students. Schools are focussing on learning development and life skills. These students may have behavioural and social problems and therefore need to be eased into the work place slowly. Respondents believe it is important to first overcome those problems.

- The regional file review indicates that programs vary among communities throughout Manitoba. The file review and regional respondents indicate that several larger communities have been more successful than smaller communities in implementing the strategy's programs.

- Respondents from the other two First Nations we interviewed, as well as Peguis First Nation, indicated that the Summer Science and Technology Camp Program is an effective way to reward students who have worked hard throughout the year. The program also encourages students to pursue science studies and to stay in school.

- Regional staff and First Nations respondents believe Peguis First Nation has well developed strategy programs. First Nations respondents noted a number of best practices that can be shared with other communities still developing their programs.

- Youth programs are part of the community's long term economic development and self-government goals. Therefore, there is support from all political, social and economic institutions to make the programs work. This support has been translated into significant band revenues for the Summer Student Career Placement Program.

- Although the Peguis Summer Student Career Placement and Cooperative Work Education programs are administered by separate organizations, the coordinators and community work closely together. The programs share information, work together on committees and with Chief and Council. The programs also share a common pool of employers. This interaction works to the benefit of students; many end up participating in both programs.

- Businesses, parents, and other organizations are well informed of the programs through letters, personal contact, meetings, announcements and a booth at the local mall. This awareness has led to the support and assistance of all members of the Peguis community.

- Peguis has actively engaged in promoting its programs to recruit a large pool of employers to participate in Summer Student Career Placement and Cooperative Education programs. Chief and Council and the program coordinators actively recruit partners from all sectors both on and off-reserve. The philosophy is to include all organizations that interact with the Peguis First Nation. There is also an effort to pursue placements for students pursuing post-secondary education in urban centres.

- Peguis' school board was instrumental in developing a comprehensive Cooperative Education Program based on Manitoba school credit standards. The school board and school have taken an active role in developing the curriculum and work placements. The program coordinator has conducted a lot of upfront preparation work to make the program succeed.

- The Cooperative Work Education Program is a well defined program with goals, criteria and established roles for students, parents, teachers, and employers. In addition, the program has a manual and information package that explains the how program works. The program coordinator says that these communication tools are helpful in avoiding problems and making it clear to everyone what the program is about.

Conclusions

The general impression is that the program has been popular with the First Nations and that the strategy has succeeded in the goal of giving students summer employment and greater exposure to science. Regional staff were still receiving information on the Cooperative Education Program during the time of the review and had less knowledge of the impact of this program.

Peguis First Nation has been very successful with all three of its programs. The Summer Student Career Placement Program has been in place for 10 years and the majority of the funding comes from band revenues. The Summer Science and Technology Camps and Cooperative Education programs are new but have been well received after one year of implementation.

The community has many employers and is able to provide numerous placements to its students. Peguis has coordinators that are actively promoting, developing and expanding its programs. The community interacts with outside communities and urban centres to expand the opportunities available to its young people. The community continues to expand its partnerships, especially those with private sector partners. The file review indicates that many smaller First Nations in Manitoba, especially isolated and remote communities, do not have the same opportunities as Peguis First Nation. Many of these communities rely on whatever organizations exist on-reserve to provide work placements, usually the Band Council.

Group Discussion with Peguis Students

Group Discussion with Peguis Students

All students in the group discussion were in grade 12. This was the first work placement for all the students who were in a wide range of coop positions, including:

- a bank teller;
- an RCMP trainee;
- teacher's aide;
- public health centre worker.

Students found out about the program from advertisements on a bulletin board within the school. They were all aware of the program's existence once it was introduced.

Students stated that they learned a number of things from the work education program. Some of their comments included:

- *"When I graduated I would not have known about this field. I'm working with children in kindergarten and I enjoy it. It gives me confidence and I feel good about myself. I am now going to pursue a teaching degree."*

- *"This placement introduced me to a job and work. It showed me how to work with the RCMP."*

- *"The program showed my how to have a job and what to do. Our time in school taught me about interviews, cover letters and resumes."*

The students stated that they were treated like regular employees with similar work schedules, responsibilities, and required to wear appropriate dress. *"We focus on what to do at work. It can be stressful at times but everyday is exciting."*

Students wore a pin indicating they were in training. Also, they bought a work education t-shirt for $5.00.

Students did not get paid for their work but did not mind this at all since they gained valuable experience from the program. *"It's OK if we don't get paid because we are taught real world skills. Anyway, if I do this work now I'll get hired on as a summer student."* Students and the coordinator stated that employers are interested in hiring their coop students to do work during the summer.

All the students stated that they thought more positively of school after being in the program.

It was this group's first time going through the interview process. Therefore, the program coordinator prepared each of them for the process employers might follow in interviewing them.

All students reported that they would recommend the program to other students for the following reasons:

- work experience;
- get to know the community's needs and future jobs available;
- gain new skills;
- preparation for jobs in the outside world (i.e., resume, letters, interviews);
- feel confident and good about themselves;
- better attitudes toward school;
- community appreciation.

One student stated that, *"You don't know what is here and why it is worth staying in the community. I'll go away for a while but only because there is no university here".*

We asked students how they would tell other students, including drop-outs about the program to encourage them to enter the program. Most students said they would share their personal views and experiences to encourage others to participate. A few thought that others would see the changes in them and hopefully this would motivate them to become interested.

A couple of students pointed out that there are other reasons why students do not opt into the work education program. Some students may want to enrol but have other required courses or subjects that they need as credits.

Departmental Audit and Evaluation Branch
Corporate Services
Department of Indian Affairs and Northern Development

Evaluation of the DIAND Youth Strategy

Case Study of Onion Lake First Nations

Appendix 4

96/26

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Introduction

It has been just over a year since DIAND announced its Youth Strategy. As part of the initial program funding, the department is required to undertake an interim evaluation of the srategy's three programs: the Summer Student Career Placement Program, the Science and Technology Summer Camp Program, and the Cooperative Education Program. The evaluation, which includes a case study component, presents short term impacts and lessons learned to date.

Purpose of the Case Study

The case study provides an understanding of how the DIAND Youth Strategy programs were implemented at the regional and local levels. The purpose of the case study is to provide an overview of how the DIAND programs function in Saskatchewan First Nations, in particular the community of Onion Lake. The case study also identifies lessons learned and suggestions for program improvement that can be taken from the experience so far.

PRA worked with Aboriginal consultant Larry Morrissette who conducted the on-site visit of Onion Lake.

Methodology

The Departmental Audit and Evaluation Branch (DAEB), the Federation of Saskatchewan Indian Nations (FSIN), and a representative of Prairie Research Associates (PRA) discussed the evaluation study in March 1997 at a meeting of Saskatchewan Cooperative Education coordinators. The participating communities selected Onion Lake as a case study and the on-site visit occurred the week of April 21, 1997 during a coordinators' meeting.

During the on-site visit we interviewed the following representatives from Onion Lake:

- the Chief;
- the Cooperative Education coordinator;
- an employer;
- an elder; and
- a student who worked at the Onion Lake Learning Centre through a placement with the Summer Student Career Placement Program.

In addition, we also:

- interviewed two representatives from the FSIN, one respondent during the on-site visit to Onion Lake and the other on the telephone;

- had a group discussion with 10 participating site coordinators from throughout Saskatchewan which was chaired by the FSIN Area Coordinator;

- conducted two focus groups with 15 students from Onion Lake. One group consisted of grade 8 Science and Technology Camp students and the other comprised grade 9 students in the Cooperative Education Program; and

- reviewed documentation provided by DAEB and proposal reports prepared by Onion Lake.[1]

Structure of the Report

Section 2 provides an overview of First Nations in Saskatchewan, the role of the Federation of Saskatchewan Indian Nations (FSIN) and the Cooperative Education Program. Section 3 describes how the youth programs operate in the community of Onion Lake. Section 4 presents some short term impacts while Section 5 identifies suggestions for improvements. Section 6 discusses lessons learned and best practices. Section 7 presents concluding remarks.

[1] DAEB conducted a file review at the DIAND regional office and those results are provided in a separate report.

The Federation of Saskatchewan Indian Nations

The Federation of Saskatchewan Indiam Nations (FSIN) is the umbrella political organization for treaty status Indians in Saskatchewan. As such, they are involved in sponsoring and supporting a range of initiatives for member communities. The FSIN plays a strong coordinating role in program development and implementattion.

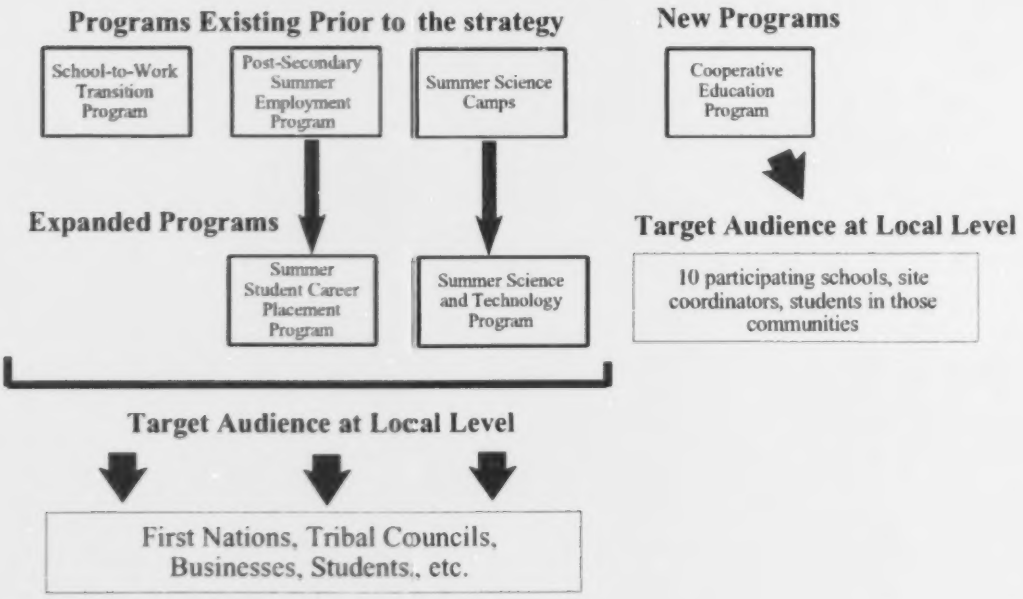
The FSIN manages the DIAND Youth programs and is responsible for professional development, administrative support, and the budget allocations. Local communities and schools are responsible for the actual program plamning, within a framework, structure, and technical support supplied by FSIN.

Overview of Youth Programs

The FSIN expanded its existing programs after the DIAND Youth Strategy was announced. Figure 1 provides an illustration of the pre and post strategy programs.

FSIN Youth Programs

Figure 1


Programs Existing Prior to the strategy
New Programs
School-to-Work Transition Program
Post-Secondary Summer Employment Program
Summer Science Camps
Cooperative Education Program
Expanded Programs
Target Audience at Local Level
Summer Student Career Placement Program
Summer Science and Technology Program
10 participating schools, site coordinators, students in those communities
Target Audience at Local Level
First Nations, Tribal Councils, Businesses, Students., etc.

With the new programs, the 1996-1997 program funding levels administered by the FSIN are:

- Summer Student Career Placement Program $703,000
- Summer Science and Technology Program $104,000
- Cooperative Education Program $608,000
- Post Secondary Summer Employment $275,000
- Summer Science Camp (discretionary pool) $ 35,000

The new Summer Student Career Placement Program and the Post Secondary Summer Employment programs provide a total of $978,000 for summer students. Funding for the Post Secondary Summer Employment Program comes from the Saskatchewan Region which previously funded the program.

Summer Student Career Placement Program

Role of the FSIN

The FSIN is responsible for the delivery and reporting of the program throughout the province. The role of the FSIN includes:

- preparing information booklets;
- processing applications;
- distributing information to schools, First Nation / Tribal Councils, governments, institutions, and employers participating in the program (i.e., mail out to 350-400 organizations);
- financial management of the program;
- database development on employers and student participants; and
- reporting to DIAND.

The FSIN has just recently hired a separate coordinator to work with the Director of Higher Education who oversees the program. The coordinator works with the 72 First Nations, Tribal Councils, and businesses in the province.

The FSIN is not actively involved in recruiting employers which occurs at the local level. One respondent noted that there is not a great need for the FSIN to be involved in recruitment as the program has been around since 1991 and employers are well aware of it. Furthermore, FSIN respondents state that there are more applications than available dollars which is an indicator that businesses are out there and willing to hire students.

How to the Program Works

In the past, the FSIN ran a summer employment program that subsidized First Nations and non-First Nations organizations that hired First Nations youth. The program was limited to post secondary students. Since the strategy, the program has been expanded to include high school students. Figure 2 provides details of the evolved program.

Figure 2

Evolution of FSIN Summer Student Programs

Prior to the Strategy	Strategy Program
Post-Secondary Summer Employment Program	Summer Student Career Placement Program
• open to post secondary First Nations students • subsidy of $3,95 an hour • maximum 40 hours a week • up to 16 weeks • employers match funds	• open to post secondary and high school students • in course of study and returning to studies after employment term • Aboriginal businesses only • subsidy of $5.35 per hour for non-profit organizations • subsidy of $2.40 per hour for private employers • maximum of 40 hours a week • up to 16 weeks • employers expected to match funds

The FSIN reimburses employers once they submit a copy of their payroll. Employers are given a rebate based on the hours students worked. A respondent from the FSIN also stated that 10% of the program funding is set aside for FSIN institutions and First Nation businesses to hire students while 90% goes directly to First Nations who are allocated funds based on their applications and the number of eligible students in their communities. The respondent also stated that there is some sharing of funding amongst communities. For example, if a community cannot hire all the students it wants another community with less need may share its unused share of funds.

The FSIN data reveal that employers pay salaries between $5.35 an hour and $12.50 hour. On average, the program pays between 70% to 100% of students wages.

Table 1, provides some details of the program's progress to date.

Table 1

Progress to Date on the Summer Student Career Placement Program				
Applications				
Number of applications received	128			
Total number of positions under applications		602 (total requests)		
Breakdown of Employers and Student Numbers		**Applications Approved**		**Number of Positions Created**
First Nations businesses		9		16
FSIN		16		19
Tribal/Grand Council/Agency		6		44
First Nation institutions (i.e., education, etc)			15	63
First Nations		50		306
		96		448
34 applications and 133 positions put on a waitlist.				
Source: FSIN Saskatchewan Indian Education Commission briefing paper, February 6, 1997.				

The FSIN considers the number of applications received an indicator of the need for the program, the interest in providing summer employment opportunities and the program's success. The FSIN states that the total funding required in order to fulfil all the applications would be $1,356,632.

Science and Technology Summer Camp Program

The FSIN also manages the Science and Technology Summer Camp Program which is directed to middle year students. The FSIN has been involved with science camps for several years. The first camp was held during the summer of 1991 at the University of Saskatchewan, but demand grew and by the next summer it had created its own camp devoted solely to First Nations students. In 1993, the camps continued to evolve and the FSIN found agencies to co-sponsor the event to offset costs. In May 1996, the FSIN hired a program coordinator to develop curriculum for the camps and the program became mobile, travelling to school sites that requested a camp. The camps also offer professional development and training for school staff.

The camps begin at the end of September with advertisements to communities on a monthly basis. The camps can be booked for 1, 2 or 3 day presentations and offer the following themes:

- science fair pot pourie;
- ecosystems;
- chemistry;
- astronomy; and
- physics.

The program received $104,000 from DIAND and $10,992 from students who pay to attend the camps, as well as $6,158 from sponsors such as Saskatchewan utilities companies.

Cooperative Education in Saskatchewan

The FSIN received $608,000 from DIAND to implement the Cooperative Education Program which serves 4,811 eligible students in the province[2]. The FSIN Office of Education coordinates the program with 10 on-site coordinators who oversee local programs.

Initial Development and Communication of the Program

The FSIN decided to focus its program on grade 9 students. The decision was influenced in part by the fact that the School-to-Work program (described later in this section) was already working with this age group.

Site coordinators reported that the Cooperative Education Program was initiated through a proposal to DIAND through the auspices of FSIN. Following proposal approval, each community was required to do program planning, coordinate with the area school, recruit local business resource lists, and select participants in conjunction with the schools. The coordinators reported using word of mouth, radio, school newsletters to parents, caregivers, students and band members to orientate students into the program.

The Role of the FSIN

The FSIN plays a leadership role in managing the Cooperative Education Program. The organization is responsible for providing the vision behind the program and communicating it to communities. The role of the FSIN coordinator includes:

- communicating with local education authorities;
- developing training materials for site coordinators and others in the schools such as teachers, principals, guidance counsellors and students;

[2] FSIN Cooperative Education Work Plan, May 1996.

- assisting site coordinator with the training of teachers;
- responding to government policies/questions and First Nations agencies;
- recruiting employers such as large corporations and banks;
- providing corporate employers with information about the program and ensure their training manuals or requirements are met; and
- coordinating and implementing the Cultural Camp for cooperative education students.

The FSIN also facilitates networking and information sharing among site coordinators through periodic conference calls.

The Role of the Site Coordinators

The Cooperative Education site coordinators are the "front line" workers who implement the program in each participating community. The role of the site coordinators includes:

- recruiting employers and community agencies to participate in the program;
- matching students with employers;
- providing technical assistance to students and teachers;
- training teachers to mentor students;
- working with apprentissage agencies and colleges to provide students with opportunities in those fields;
- providing students with assistance in planning their careers;
- helping students access further training; and
- monitoring and evaluating the School-to-Work curriculum.

How The Program Works

The schools qualified for the program based on the number of students enrolled in school. The FSIN recommended that due to limited funds, only schools with at least 30 students would be considered for participation in the program.

The FSIN also required schools to meet other criteria, such as:

- proximity to a major centre allowing students diversity of opportunity;
- the school must offer courses at the grades 9 to 12 level;
- facilities, information, personnel and requisite resources must be available for adequate assessment of students' interests and programming; and
- the school must have a list of a wide range of employers.

The school board also needed a resolution approved by the governing body in the community supporting the program.

The program is mandatory for all grade 9 students in the participating schools and students are paid 2-3 weeks practicum allowance for their placement.

Status of the Community Programs

An FSIN progress report dated February 3, 1997 reported that 280 grade 9 students had participated in the program during its first year.

Coordinators expressed strong support from the schools and business placements on and off-reserve. Table 2 (next page), provides an overview of the ten schools participating in the program.

The type of job placements in communities included both small and large businesses and band administration. Job placements generally involved:

- work preparation skills;
- workplace safety;
- resume writing;
- mock interviews;
- job shadowing; and
- career research.

Respondents in the group discussion generally felt that the program established important linkages between Aboriginal and non-Aboriginal community members, including local small business owners. Parents were attracted to the programs, and consequently to the schools, as they became interested in the type of work their children were engaged in. The consensus of the coordinators was that there is a marked improvement in both attendance and attitude toward school. Participants in the group discussion suggested that the most effective barometer of success was to observe the behaviour of the youth which was not easy to transcribe in a written format.

Table 2

Overview Of Saskatchewan FSIN Coop Site Coordinator Programs								
School	**First Nation**	**Program Start Date**	**# of Students**	**# of Coop Placements**	**Any Participants Quit? (Yes or No)**	**Comments or Reason for Quitting**	**On-Reserve Partners (Yes or No)**	**Off-Reserve Partners (Yes or No)**
Eagleview Comprehensive School	Onion Lake	September 23, 1996	67	32	Yes	Relocation of family	Yes	No
Kinistin School	Kinistin	September 1996	18	12	No	Moved off reserve with parents	Yes	Yes
St. Philip's School	Keeseekoose	October 1996	12	50	No	Some have moved	Yes	Yes
Se-Se-Wa-Hum	Big River Band	October 1996	47	150	Yes	Transferred to other schools	Yes	Yes
Kawacatoose	Kawacatoose	September 1996	27	12	No	None during the program	Yes	Yes
Ahtahkakoop School	Ahtahkakoop	August 26, 1996	25	20	Yes	Relocation of family	Yes	Yes
Bernard Community	James Smith Cree Nation	September 6, 1996	32	24	Yes	Family problems and attendance problems	Yes	Yes
Chief Poundmaker School	Poundmaker Nation	August 28, 1996	15	10	No	None	Yes	Yes
Cowessess Community Education Centre	Cowessess	August 1996	12	12	Yes	Transferred to other schools	Yes	Yes
Chief Little Pine School	Little Pine	August 26, 1996	10	10	No	None	Yes	Yes

Cooperative Education Program Strengths and Weaknesses

The some of strengths and weaknesses listed below may also apply to other strategy programs.

Strengths

Respondents reported that the major strength of the program is that it is seen as a community and youth-driven initiative that provides concrete and immediate positive exposure to new experiences and learning activities by students.

Respondents believe the program increases students' self-esteem and sense of accomplishment.

The Cooperative Education Program is based on partnerships and collaborative education approach that involves Directors of Education, the community, coordinators, business and students.

Weaknesses

The major weakness identified was the need for greater funding and resources. Most respondents indicated that DIAND funding was the only source of money available for cooperative education.

Respondents at the FSIN expressed two concerns with resources levels.

A recent policy amendment to the Cooperative Education Program states that program costs should be directed to salaries, travel, insurance and transportation. The policy states that funds are not to be used to pay students' wages. The FSIN currently offers 3 weeks wages. There is a concern that without these resources, the incentive for students to actively participate in a mandatory program will be gone.

Respondents believe that funding to purchase workbooks and training materials is limited. One respondent stated that *"it is hard to do innovative stuff"*. Also, as more people (teachers, guidance counsellors, principals, etc) become involved, training is needed to educate them about the Cooperative Education Program but there are no funds to do it.

Coordinators also expressed concern over the issue of insurance and worker's compensation coverage for students which is a barrier to getting job placements off-reserve. On-reserve, First Nations people are under federal jurisdiction and the band makes arrangements for insurance to cover employees against injury. However, off-reserve workers compensation is a provincial responsibility and First Nations people are not covered against injury. Coordinators state that the current agreement with DIAND on the Youth Strategy assumes the school system will insure students and does not include the extra cost of having a third party insurance requirement.

Program Guidelines

The majority of the site coordinators use the guidelines to develop a resource base of possible and potential employment placements. The general feeling was that the guidelines could be adapted to better reflect community needs and students' realities. Several coordinators recommended the guidelines include life skills and statements to address racism.

School-to-Work Program

The School-to-Work program is a 4 year funded project that focuses on curriculum related to various employment sectors and jobs. Figure 3 provides a summary of program modules.

The program is targeted to grade 9 students who learn about what is involved in performing a particular job. Skills are identified mainly through job shadowing. One example might be learning about what skills are required to be a cashier. Students also learn about careers open to them in different sectors. For example, in the field of fine arts exist jobs such as a journalist, lighting technician or actor.

There are currently 3 pilot projects, one in Regina focussing on urban needs and 2 on-reserve. A respondent from the FSIN indicated that program is still developing and it may take longer than 4 years as curriculum is constantly being adapted to fit First Nations needs.

Summary of School-to-Work Program Modules

Each module deals with para-professional job positions, training, background on the sectors, salaries, and required skills.

1. First Nations (i.e., historical and contemporary situation);
2. Education;
3. Health;
4. Business;
5. Government (i.e., justice agencies);
6. Industry and Manufacturing (i.e., First Nations, environmental manufacturing, etc);
7. Agriculture/Farming;
8. Natural Resources (i.e., oil);
9. Transportation (i.e., airlines);
10. Communication (i.e., newspapers, computers);
11. Arts, Entertainment, and Recreation;
12. Hospitality (i.e., restaurants, tourism);
13. Other Careers;
14. Review of Health and Safety Issues; and
15. Career Fair (invite representatives, students).

FIGURE 3

Provincial Partnerships

Respondents commented that partnerships exist in relation to all youth programs as programs must report to FSIN for support and direction, the Band Council and education authorities make decisions at the local level.

At the local level, coordinators reported little involvement with Human Resources Development (HRD) and that few resources exist or match what this program does. Respondents also reported being involved with Industry Canada through the SchoolNet Program. They also stated that there are a wide range of jobs with the private sector and some with provincial ministries such as in the area of health and justice.

Respondents with the FSIN stated that they actively work with large corporations in the field of banking and natural resources. Presently there is little interaction with provincial departments and agencies but it is still early in the strategy's development and the FSIN is open to pursing the potential partners at this level.

Performance Measurement

The FSIN currently collect data on each of the strategy's programs, including: number of students participating, age and grade of students, applications received, employers participating, and wages paid. This is the information requested by DIAND in its evaluation forms for each strategy program. In addition, coop sites have students and employers evaluate job placements.

A representative with the FSIN stated that the organization would like to go further in the next few years to measure the programs' impacts and affects on program design. However, at this early stage it is not clear what type of information they should collect nor what DIAND's future needs will be. A few suggestions for indicators included:

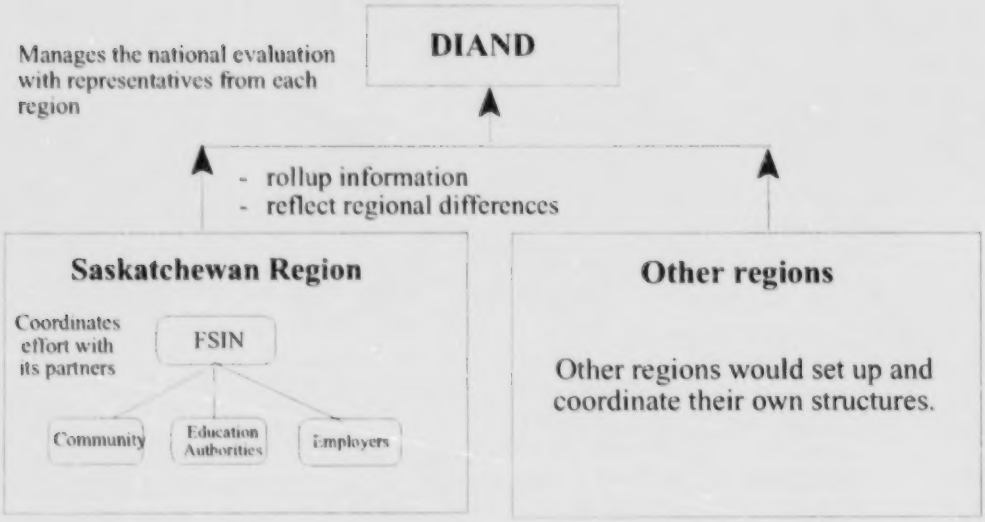
- drop-out / graduation rates;
- absentee rates; and
- progressive or fail grades.

The FSIN representative cautioned that it would be difficult to attribute changes in the indicators to the strategy as they are also influenced by other factors such as social problems and lack of opportunities.

Respondents also stated that they want to have the FSIN actively participate in any future evaluation of the DIAND Youth Strategy. Respondents referred to a "regional approach" that is also "time sensitive". Figure 4 illustrates this proposed approach.

Figure 4

Proposed Regional Approach for Future DIAND Youth Strategy Evaluations



Onion Lake

Onion Lake was selected as the case study community to be reviewed. The community is one of the largest First Nations in Saskatchewan with almost 800 students attending its Chief Taylor School and provincial schools in the area.[3]

Onion Lake First Nation has a population of 2,836 people with 1,766 members living on-reserve[4] and occupies the reserves of Keekaskootch and Makaoo reserves. The community is located about 4 hours north of Regina and 45 minutes from the town of Lloydminster. The main economic activity for the First Nation is agriculture[5]. However, there are other facilities and businesses on-reserve, including: the band hall, an arena, the fire hall, a rehabilitation centre, water treatment centre, maintenance garage, and the school.

The community became involved with the DIAND youth programs through its close linkages with the FSIN. Regular communication regarding programming opportunities allowed Onion Lake to express an interest in participating within the framework provided by FSIN. Onion Lake is involved with all three of the DIAND Youth Strategy programs.

Community Priorities

Respondents stated that Onion Lake faces challenges in developing the physical infrastructure of the community and creating local economic development. The Chief and local leadership are said to play a strong role in the success of community initiatives. The Chief of Onion Lake has identified the importance of a focussed educational, training, and employment strategy for Onion Lake. Strategic planning to ensure development by Aboriginal people for Aboriginal people has already begun, with a particular emphasis on creating youth opportunities.

Onion Lake First Nation has a wide range of economic initiatives that focus on both present business development and plans for future infrastructure that can characterize a self-sustainable community. This includes pursuing the feasibility of establishing on-reserve companies for the provision of utilities and what are traditionally municipal services. The Onion Lake Chief has a clear and structured plan for the community, and he feels that school and community should be actively planning to prepare youth for emerging roles in a self-governing community.

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[3] Saskatchewan DIAND Regional Band Profile, August 18, 1995.

[4] 1991 Statistics Canada Census, Aboriginal Peoples Survey.

[5] Saskatchewan DIAND Regional Band Profile, August 18, 1995.

Consequently, Onion Lake has developed an integrated approach to linking education with both real life experiences and impending models for self-government. This approach combines the school, the training centre, band administration and service businesses.

This integration allows for training, education, and economic opportunities to be specifically tailored to the needs of the community. An example would be where the local elders were brought in to discuss traditional child-rearing practices. This led to the development of a local child care worker training curriculum.

Onion Lake First Nation has a unique system in place to deal with school drop out rates. Earlier, the only option was to remove a non-functioning student from school rolls. Now, students who are not succeeding within the school program are referred to the Learning Centre. The Learning Centre allows the student to develop a career plan, undertake upgrading, or be linked with available training or job experience programs. The Learning Centre coordinates its function with the Cooperative Education Program and the Summer Student Career Placement Program, which are also inter-connected. Although not all youth issues can be addressed by these programs, the Onion Lake site coordinator feels that practical skill development at any level is positive and constructive for First Nations youth.

Science at Eagle View School

The Summer Camp Program is open to mid-range students, rather than simply those students with the highest grades. The curriculum for the science program focussed upon local environmental issues and assessments, the province-wide science program, and computer skills.

Two general views about the program were expressed:

- the program has limited resources; and
- because of its popularity, the Summer Science Camp program should be expanded to include all interested students.

Opening the program to all students is important because it was found that confidence levels of students who participated in the summer science camp increased in class; they became more comfortable with the science-based curriculum.

Cooperative Education Program

The development of learning plans have been incorporated on an on-going basis with the existing Saskatchewan Education Curriculum. The program has enhanced the career goals of students at the Grade 9 level. Respondents report that participating employers have expressed the value of job related exposure/experience(s) this age level.

Students that attend grade 9 regularly are eligible to participate in the programs, as are the upcoming grade 8 students. Teachers promote the program with a brochure for the parents of the grade 9 students. The coordinator also visits parents to explain the program and the benefits to their children.

Students and employers are matched on the student's assessment of preferred jobs and the availability of placements.

Other Partners Involved with the Community

There are many on-reserve employers and programs hiring students through the Summer Student Career Placement Program or providing placements through the Cooperative Education Program. Figure 5 lists these employers.

Off reserve partners include: Husky Oil, Imperial Oil, Esso, the Rotary Club of Lloydminster (the businesses in Lloydminster), Junior Achievement (Saskatoon Chapter).

Partnerships were developed by band program directors, and the Chief and Council during Rotary Club meetings, conferences and career fairs for youth.

The only difficulties with off-reserve employers is the issue of the Workers Compensation Board, on-reserve contributions, and insuring for students during job placements.

On-Reserve Employers at Onion Lake

Dillon's Service
Makoa Mall
Cree House Cafe
Onion Lake Housing
Onion Lake Gas. Co.
Tribal Justice Program
Court Worker Program
Onion Lake Health Services
Onion Lake Day Care Program
Onion Lake Communiplex
Ekwesket Rehab Centre
Economic Development
Lands Department (Treaty Land Entitlement)

FIGURE 5

The local Band and on-reserve businesses and programs have a long term commitment. At the urban level, Husky Oil has a term contract with the community who is also working on ongoing relationships with other organizations such as the school divisions within the City of Lloydminster. Onion Lake respondents are confident that they will be able to secure long term placements especially with businesses and other organizations that deal with the Onion Lake Band, such as the hospital, and surveyor's office.

Information About Students

Respondents reported that they provide monthly reports to the FSIN. The following information on students is collected:

- overall student assessments from September to October;
- the number of students per trimester[6];
- an increase in class/school attendance; and
- new skills of on site student placements.

The community does not yet collect information about whether there has been an increase in graduation rates.

[6] The Onion Lake School Board introduced the trimester system in September 1996, at the same time as the Cooperative Education Program (Trimester 1-September to December, Trimester 2-January to March, Trimester 3-April to July). The system has a slower pace than the other 9 sites but is intended to elevate the stress of high enrollment.

Regional Level

The site coordinators all expressed a definite improvement in school attendance, and the self esteem of students as a result of the strategy. The site coordinators also conveyed a wide range of placement options available to students ranging from conventional business sectors, health, law, justice and local community placements. Coordinators thought the general quality of the available coop positions was excellent in terms of skill development, labour market knowledge, relevance to future education, job and career goals.

The nine site coordinators and representatives of the FSIN reported that the strategic objectives of the Cooperative Education Program were not only met but were exceeded. Respondents identified the following short term impacts:

- an increase in attendance;
- drop-outs encouraged to return to school;
- greater focus on career objectives;
- students relate school experience to employment potential more directly;
- teachers and site coordinators are able to engage in more direct career planning with students;
- greater identification of students with professional career aspirations;
- diminished behaviour problems;
- students have increased sense of responsibility; and
- students have enhanced interest in school.

In addition, respondents at the FSIN noted that students tend to think more about jobs and generally are more hopeful about their entering professional fields. In response to this interest teachers and site coordinators tend to work more closely in career planning for students.

Observed Impacts in Onion Lake

Respondents in Onion Lake also stated that the strategy has had positive impacts, and added the following to the above mentioned impacts:

- the programs entice students to stay in school;
- exposure to new technologies; and
- increased student's perception of importance of education.

The grade 9 students in the focus group discussed what they had learned in the program through placements at the day care centre, recreation complex, the on-reserve mall, and health services. Students reported learning about time management, office procedures, customer service, fire safety, first-aid, and safety in the use of equipment. Most importantly, the students learned that these facilities belonged to them; that is, the program was not simply a "make-work" project, since it provided students with an introduction to the infrastructure in the community. The general theme of the discussion was that the program created a new interest in attending school, and in some cases, helped the young people begin to consider their future and career options.

Participants in the Summer Science program found the program very beneficial. For one participant, her experience in the program has resulted in an intention to pursue a career in medicine or veterinary science. The other students in the school-based Science program, all indicated an interest in attending the Summer Science Camp. They expressed the view that this program should be available for all students who are interested in participating.

A student at the Onion Lake Learning Centre, discussed at length his positive experience and how the program was beneficial to his career. The respondent explained that he had been placed with the Alberta RCMP at the Meadow Lake Detachment. He found the placement to be a very positive experience. In his view, he was now perceived as a role model in the community. The Onion Lake Band provided pre-training in first aid, conflict resolution, basic computer skills, and public speaking. Training as an emergency medical technician, as well as a six week program in Aboriginal Cadet Development, were provided by off-reserve agencies supported by the FSIN. The respondent reported being approached by other students in the community who were interested in what he was doing and wanted to become involved in the program.

We also conducted an interview with an employer involved with the Summer Student Career Placement Program, in particular a program called the "job shadowing program". The respondent interviewed prospective students from the Cooperative Education Program, four of which were selected for job placements providing assistance to child care workers. The respondent noted that the students performed well in their placements and was pleased with their attendance, punctuality, and their commitment to the job. The students were provided with pre-training in the areas of activity planning, safety, emergency measures, office procedures, etc and they experienced no difficulties in working with program staff and the young children at the centre.

The program provided students with exposure to the operation of day care centres and provided a means of introducing students to the concept of service delivery planning at the local level.

One of the Elders talked described his role providing the cultural component to programming. As a joint effort of the Elders and the Learning Centre staff and students, a culture-based curriculum was designed for the day care centre linking the schools, employer, students, and community. The main focus of this curriculum is on traditional values, beliefs, and practices. The Elder found that the program provided an opportunity to identify and utilize community resources to meet the current and future needs of students.

Suggestions for Improvements

Respondents generally thought it was too early in the process to make definitive recommendations on the program design, but stated that the evaluative process has been useful. It has encouraged the groups to do some self-examination, and work more closely together. The opportunity to make adjustments will improve the program in the future.

Respondents identified the following improvements:

- community representatives suggested that First Nations models of cooperative education and science programs be discussed at a national meeting to facilitate sharing of ideas on alternatives for administering the programs;

- some respondents would like to see more resources and time allocated to cooperative education program orientation for teachers in schools;

- respondents suggested that the government provide additional funds to cover the extra cost of insuring students in job placements off-reserve;

- some respondents suggested including the development of an anti-racism strategy for the workplace into First Nations communities programs. Respondents believe this would build upon the observed improvement in Aboriginal/non-Aboriginal relations flowing from job placement involvement in some sites; and

- respondents also stated that there is a need for hard data to support curriculum as well as tracking systems for job placement sites. The FSIN currently collects information on students, their job placements, and wages but there is a need to go further.

Respondents in the community of Onion Lake also had a few suggestions for improvements to the strategy:

- it was suggested that a better orientation structure for local coordinators and teachers working with cooperative education was needed. Orientation activities should be similar to those prepared for site coordinators who implement the program; and

- this year the programs should start earlier and the school, principal and teachers are ready in May so placements can start promptly in September.

Lessons Learned and Best Practices

Provincial coordinators and respondents in Onion Lake identified many lessons learned and best practices.

Program Effectiveness

- Because of the limited funding, the FSIN decided to focus the Cooperative Education Program on schools that can provide resources and employment opportunities for students thereby ensuring that all the participating schools would in a better position to succeed.

- Cooperative Education site coordinators are an integral part of the strategy's programming. The site coordinators are responsible for the administration, implementation and delivery of the program at the local level. Coordinators work closely with teachers to develop curriculum, with students to identify needs and skills, and to recruit employers. One respondent stated that coordinators are the "*front line workers that make things happen.*"

- The FSIN oversees the strategy at the regional level by constantly communicating with First Nations at the local level. In terms of the Cooperative Education Program, the FSIN has established regular biweekly communication with the site coordinators and facilitated the development of a network of coordinators that exchange information and share ideas. This approach provides support to communities to independently deliver programs while the FSIN is freed up to respond to policy matters and to develop regionally based partnerships with larger corporations and other agencies.

- Onion Lake has undertaken a strategic approach which is strongly rooted in the community, and they have demonstrated a high level of coordination and planning in implementing all three programs. In particular, the Summer Student Career Placement Program and the Cooperative Education Program are interconnected and provide students with support in a coordinated manner. Respondents believe this model may be useful to other communities, especially those that need to pool limited resources to be able to provide an effective service for students.

Expansion of Existing Programs

- The FSIN's mobile science camp program allows many communities across the province the opportunity to expose students to science. The program has developed a curriculum for First Nations students and also provides professional development and training opportunities for teachers in local schools;

- The FSIN used the DIAND Youth Strategy, in particular the Summer Student Career Placement Program, to build upon an existing program previously open only to post-secondary students. Expanding an old program has allowed communities to implement the strategy quickly and to use existing employers, networks and contacts to provide job placements; and

- The FSIN is planning a cultural camp for participants, parents, coordinators, teachers and Elders from all 10 sites planned for this summer. This building of common themes and goals, organized through FSIN could be identified as a "best practice".

Partnerships in the strategy

- Respondents state there are a number of partnerships within nearby communities, especially with the private sector. The existence of these partnerships both on and off reserve has been instrumental in providing students with employment opportunities.

Performance Measurement Indicators

The FSIN collects data on students, placements, and wages throughout the province. This information is useful to identify in which sectors students are hired to gain experience. There is an interest in creating hard data to track long-term program results that can be used to plan policies and programs. For example, the new Summer Student Career Placement coordinator will be responsible for evaluating employers and students experiences to help with future programming. However, respondents state that they have not yet begun to identify what information they should collect and what they need to coordinate with DIAND's future requirements.

Conclusions

The FSIN is instrumental in creating a network of Cooperative Education Program coordinators that share information and learn from each other. They believe this mechanism has helped make the program successful after only six months of implementation.

The FSIN has also used the strategy to expand the Summer Student Career Placement and the Science and Technology Summer Camp programs which have existed for several years.

The FSIN has taken what one respondent referred to as the *"collaborative education approach"* involving partners such as education authorities, communities, students and employers. One respondent stated that *"Although we still have a lot to learn we want to keep up with the paradigm shift towards collaborative relationships in youth programming, such as work-to-school activities and advancements being made internationally."* Respondents are confident their approach will be key in developing the programs beyond the initial year of implementation. One respondent even offered to make presentations and discuss the FSIN programs with other First Nations communities.

At the community level, Onion Lake has also adopted a coordinated approach to delivering its programs. The strategy has become one component of the community's overall strategy for economic development. The community has also sought partnerships with neighbouring communities and in doing so has expanded the opportunities available to its youth.

Report on Onion Lake Focus Group Interviews
April 22, 1997

Report on Onion Lake Focus Group Interviews
April 22, 1997

Two focus group interviews were conducted in Onion Lake at the Eagle View School. The participants had taken part in the Cooperative Education Program, Science Program, and the Summer Science Program. One discussion group was with Grade 8 Science and Summer Science Camp students, the other with Grade 9 students in the Cooperative Education Program.

Grade 8 Focus Group

Grade 8 focus group participants spoke extensively of their achievements through the Summer Science program, and the importance of the Science program in achieving their educational goals. Essentially, the programs expanded the students perspectives on science and technology as viable career options.

Generally, the participants in the focus group interviews did not participate fully in the discussions because of their discomfort with the interview process, although one student made a significant contribution to the discussion because of her positive experience with the program.

Grade 9 Focus Group

The grade nine students participated in the Cooperative Education Program, which focussed on skills development and job placement. Participants discussed what they had learned in the program through placements at the day care centre, recreation complex, the on-reserve mall, and health services. Students learned about time management, office procedures, customer service, fire safety, first-aid, and safety in the use of equipment. Most importantly, the students learned that these facilities belonged to them; that is, the program was not simply a "make-work" project, since it provided students with an introduction to the infrastructure in the community. The general theme is that the program created a new interest in attending school, and in some cases, have helped the young people begin considering their future and career options.

Impacts

Participants in the Summer Science program found the program very beneficial. For one participant, her experience in the program has resulted in an intention to pursue a career in medicine or veterinary science. Of the other students in the school-based Science program, all expressed an interest in attending the Summer Science Camp. They expressed the view that this program should be available for all students who are interested in participating.

Improvements

Participants in the focus group believe that the programs should be expanded to include all schools on the reserve, and all Grade 8 and 9 students with an interest in the programs.

Departmental Audit and Evaluation Branch
Corporate Services
Department of Indian Affairs and Northern Development

Evaluation of the DIAND Youth Strategy

Statistical Overview

Appendix 5
96/26

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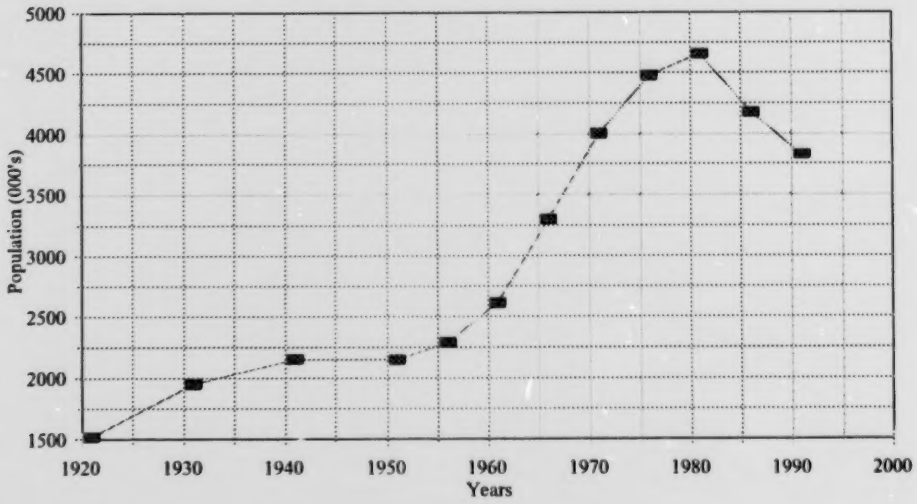
Introduction

The purpose of this appendix is to provide a statistical component to the interim evaluation of the DIAND Youth Strategy. This will be achieved through a contextual look at Canadian youth, focusing on First Nations youth, their place in the total population and the problems that they face in today's society. The appendix will provide a brief look at the different programs the federal government has created in response to the employment needs of youth. More specifically it will present a description of the different outputs of the DIAND Youth Strategy as one line of evidence to assess the effectiveness and efficiency of the promotion of employment and education opportunities for on-reserve First Nation youth. The information on strategy outputs was collected from the reports submitted to the Indian Program Policy Directorate.

In general, youth are seen to represent the part of the population between the ages of 15-29 years (Statistics Canada, 1993; Indian and Northern Affairs Canada, 1996; Human Resources and Development Canada, 1997). This definition varies depending on the source used, but is commonly associated with the age categories of 15-19 years, 15-24 years or 15-29 years. It is important to note that this appendix utilizes statistics from a number of different sources in which the youth groups defined vary for each source. In most cases, the statistics deal with individuals 15-24 years of age. The age groups will be specified where appropriate.

Figure 1 - Canadian Youth Population (15-24 year olds), 1921 to 1991



Source: Statistics Canada, 1991

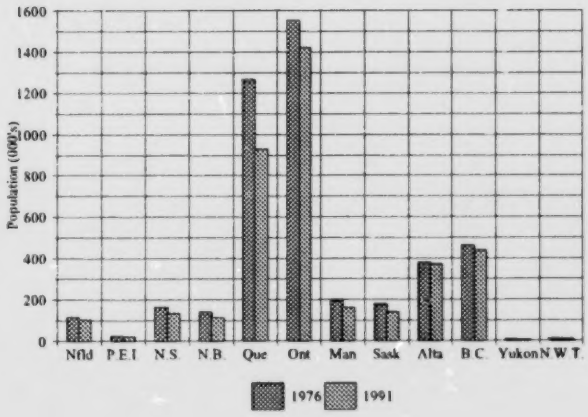
Youth are an important resource within the Canadian population

As Figure 1 illustrates, the overall Canadian youth (15-24 year olds) population has been decreasing for the past two decades. From 1981 to 1991, the youth population has decreased in size from 4,658,695 to 3,830,505 for a difference of 828,190. The peak that is seen in the years between 1976 and 1981 can be attributed to the progression of the 'baby boomers' into the age group 15-24 year olds.

Table 1 suggests that the decrease in the youth population was consistent in all provinces and territories, with the exception of the Northwest Territories. As a proportion of the total population, in 1981, youth (15-24) comprised 19.1% of the total population. In 1991, this rate changed to 14% of the total population.

Table 1
Population, 15-24 year olds, 1976 and 1991

	Population 15-24 years of age	
	1976	1991
Newfoundland	114,890	101,740
Prince Edward Island	22,870	19,425
Nova Scotia	162,170	134,250
New Brunswick	137,565	110,945
Quebec	1,264,730	925,740
Ontario	1,552,355	1,420,165
Manitoba	194,350	159,145
Saskatchewan	178,335	137,630
Alberta	379,220	371,365
British Columbia	459,360	436,105
Yukon	4,535	3,865
Northwest Territories	8,675	10,130
Canada	2,941,135	3,832,820

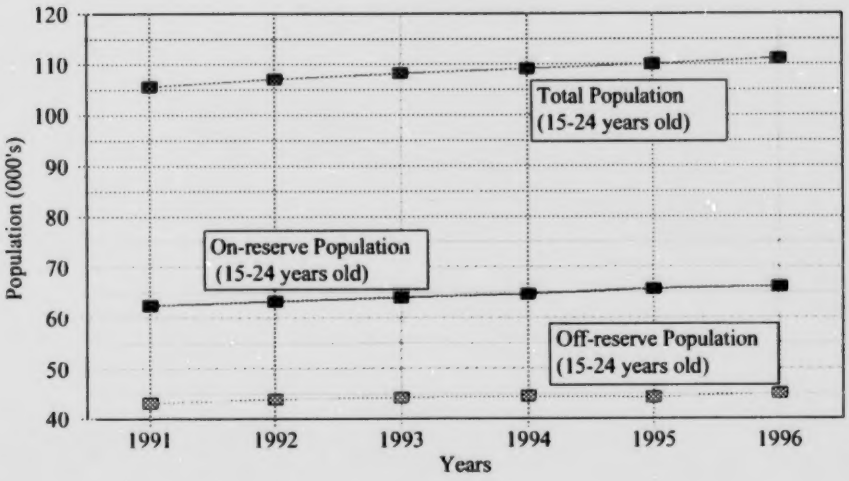


Source: Statistics Canada, 1978 and 1993

A decreasing youth population and an aging 'baby boom' population presents three important social and economic situations for youth. First, employment opportunities become limited as a strain is placed on the job market due to the occupation of the market by the larger 'baby boom' population. These individuals are in the middle of their careers, movement in and out of jobs becomes stable and entrance into the labour market becomes more difficult. Second, there is a danger that policy and programs will tend to focus on the larger proportion of the population instead of on the 'decreasing' youth population. This could lead to an under experienced and under educated generation. Third, once in the working environment, youth will feel the burden of the aging society through increased taxes as a result of a greater concentration on health care and pensions.

In comparison to the overall decreasing youth population, the First Nation youth population has been increasing since the early 1990's (Figure 2). In light of the situations described above, this places an even greater burden on these youth. For example, if it is difficult for the overall youth population to seek employment, it will be even harder for those communities/societies in which the youth population is increasing.

Figure 2 - Native Population Change, 15-24 year olds, 1991 to 1996



Source: Indian and Northern Affairs Canada, 1996
**** Note: population based on Indian Register***

According to Figure 2, the total population of First Nation youth (15-24 years of age) has been increasing steadily in the past five years. This trend is similar for those youth living on or off-reserve. The youth contingent within the Native population tends to be high compared to the overall population. As of the 1996 Indian register, Native youth represented 29.3% of the total working Native population, whereas, the overall youth proportion, was 14% (1991) (Table 2).

Table 2

First Nation and Non-First Nation Youth Population, by province and territory, 1991

*Native populations include on / off-reserve *Native statistics from Indian Register, 1996 *Non-Native statistics from Census, 1991	Population aged 15-24 000s		% distribution of the total population aged 15-24	
	Native	Non-Native	Native	Non-Native
Newfoundland	2,765	101,740	1.4	2.7
Prince Edward Island	230	19,425	0.1	0.5
Nova Scotia	4,055	134,250	2.1	3.5
New Brunswick	2,040	110,945	1.2	2.9
Quebec	22,420	925,740	11.7	24.2
Ontario	46,225	1,420,165	24.2	37.1
Manitoba	23,365	159,145	12.2	4.1
Saskatchewan	18,880	137,630	9.9	3.6
Alberta	28,645	371,365	1.5	9.7
British Columbia	30,995	436,105	16.2	11.4
Yukon	1,185	3,865	0.6	0.1
Northwest Territories	7,245	10,130	3.8	0.3
Canada	190,955	3,830,505	100.0	100.0
Total (15 years and older)	651,285	27,296,855	29.3	14.0

Source: Custom Tabulations of Census, 1991; Aboriginal People's Survey, 1991; and, Indian and Northern Affairs, 1996

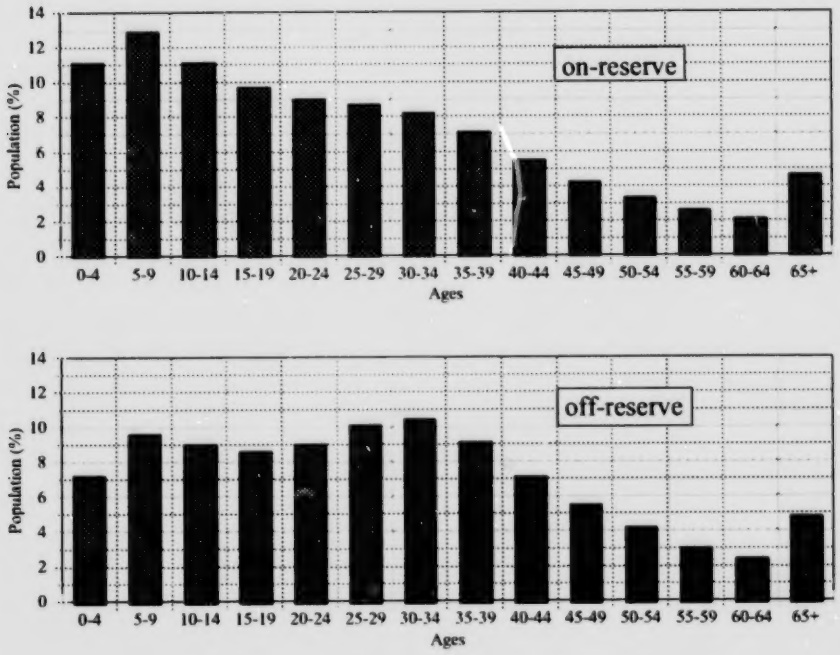
Table 2 shows the distribution of youth according to their different provinces and territories. Relative to total populations, the regions with the largest non-Native youth cohorts are Ontario (37.1% of the total population aged 15-24) and Quebec (24.2% of the total population aged 15-24). The regions with the highest proportion of First Nations youth are Ontario (24.2%), British Columbia (16.2%), Manitoba (12.2%) and Saskatchewan (9.9%). Youth possess a large membership in the Northwest Territories as the numbers for both Native (12.5% of the total N.W.T. population) and non-Native (17.6% of the total N.W.T. population) populations are high in comparison to the total N.W.T. population of 57,650.

First Nation Youth represent a large proportion of the on-reserve population

Figure 3 shows the population distribution of First Nation individuals, by age group, on and off-reserve. Comparing on and off-reserve youth, it is evident that the First Nation population tends to be younger on-reserve. Youth 15-19 years of age have greater numbers on-reserve as opposed to off-reserve and for youth 20-24 years of age the value tends to be equal for both. However, as

individuals get older the inverse exists. The numbers of youth 25-29 year olds on-reserve are smaller than off-reserve. This can be attributed to a migration off-reserve in an attempt to find work or to pursue a higher level of education. It should also be noted that the large number of individuals aged 5-9 years of age on-reserve will present an interesting situation when they reach the youth age groups. This group reinforces the need for present action and initiatives that focus on youth development and education.

Figure 3
Population Distribution of First Nation Youth Population, on / off-reserve, 1996



Source: Indian and Northern Affairs Canada, 1996

In some First Nation communities, the youth contingent constitutes 45% to 50% of the community. Table 3 presents a number of these communities, their total populations, youth as a percent of the total population and youth as a percent of the population 15 years and over.

Table 3
Communities with the Largest Youth Cohorts, 1991

Note: This table includes communities in which the youth cohort accounts for 45 to 50% of the total adult population.

Province	Community	Total Population	Youth as a % of Total Population	Youth as a % of Adult Population
Quebec	Pakuashipi	205	27%	46%
Ontario	Northwest Angle 33B	75	27%	50%
	Rainy Lake 18C	50	40%	50%
	Rainy Lake 26A	115	26%	46%
	Rocky Bay 1	140	32%	45%
Manitoba	Brochet 197	225	29%	48%
Saskatchewan	Fond du Lac 227	640	26%	45%
	Southend Reindeer	125	28%	50%
	St. George's Hill	125	32%	50%
	Turnor Lake	180	28%	45%
	Witchekan Lake 117	210	21%	47%
Alberta	Big Horn 144A	120	25%	46%
	Boyer 164	90	33%	50%
	Fort Vermillon Settlement	140	36%	50%
	Trout Lake, S-E	280	27%	47%
British Columbia	Creston 1	100	30%	46%
	Salmon River 1	55	36%	50%
Yukon	Faro	90	28%	50%
Northwest Territories	Hall Beach	500	25%	45%
	Nanisivik	95	26%	50%
	Pelly Bay	390	28%	50%

Source: Department of Indian Affairs and Northern Development, 1996

Youth are faced with a number of social and economic pressures in today's society

Youth are in a transitional period between childhood and adulthood. As such, there are many struggles and pressures that these individuals meet on a daily basis. Youth are faced with a number of social pressures originating from peers, family, societal values, culture and their own identity crisis. These pressures drive youth to struggle and succeed through a commitment to education or employment or to struggle and fail through dropping-out of school or suicide. This

is reflected in the high incidence of suicide among young people. For individuals between the ages of 15-30, suicide is the second leading cause of death after motor vehicle accidents (Lindsay, Devereaux and Bergob, 1994).

The economic future for many young people does not look promising with the economic pressures that they face. Employment opportunities are limited. Youth 15-19 years of age possess the highest unemployment rate in Canada at 19.7% of all labour force participants (Lindsay, Devereaux and Bergob, 1994). This rate tends to decrease with age as individuals 20-24 years of age had an unemployment rate of 16.6% in 1994. This decrease can be seen as a result of the older individuals settling into the labour force after attaining higher education and experience. The highest unemployment rates for youth occur in the Atlantic and Central provinces (Table 4).

Table 4
Unemployment Rates of Youth (15-19 year olds), by province, 1992))

	Females (%)	Males (%)	Total (%)
Newfoundland	--	--	31.4
Prince Edward Island	--	--	--
Nova Scotia	--	--	21.5
New Brunswick	--	--	20.0
Quebec	19.3	22.7	21.1
Ontario	18.3	22.0	20.2
Manitoba	--	20.8	18.6
Saskatchewan	--	--	15.4
Alberta	16.1	17.3	16.7
British Columbia	14.2	21.6	17.9
Canada	17.7	21.5	19.7

Source: Lindsay, Devereaux and Bergob, 1994

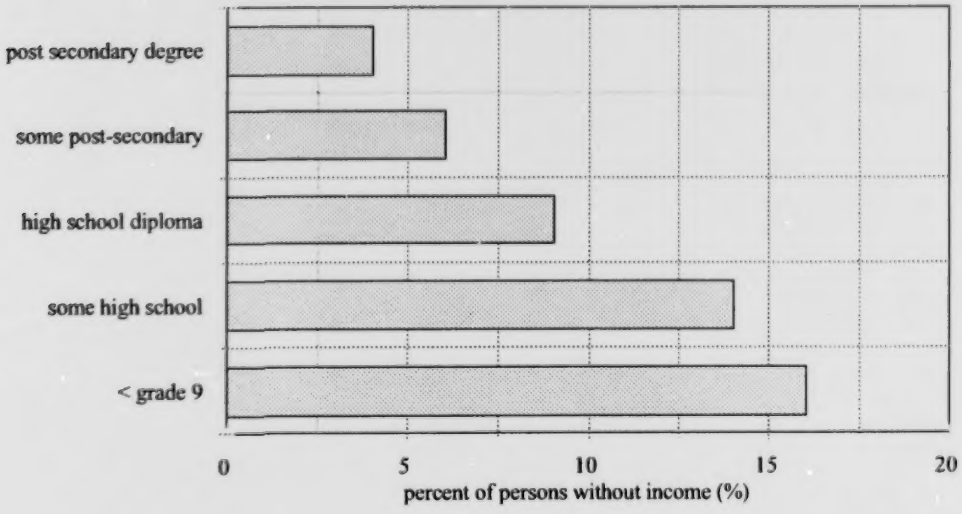
As a result of the high unemployment rates, job market experience is lost, incomes are not obtained and youth poverty increases. This cycle continues until the unemployment rate decreases. Recovery of the employment rate is not easily achieved in light of the nature of the larger Canadian economy. The unemployment rate fluctuates with the recessions and peaks of the economy. This fluctuation leaves little room for rate stability or recovery.

Access to education and experience helps to break the poverty cycle. The importance of education is shown in Figures 4 and 5. There exists an inverse relationship between the level of education obtained and the unemployment rate and the inability to obtain an income. In both cases the statistics decrease as education attainment increases.

Figure 4
Unemployment Rate vs. Highest Level of Schooling Attained, On-reserve Youth, 1991

Source: Indian and Northern Affairs Canada, 1996

Figure 5
Percent of Native Youth Without Income by Highest Level of Schooling Attained, 1991



Source: Indian and Northern Affairs Canada, 1996

"No job, no experience; no experience, no job"

In response to the many problems that youth face today, in terms of work experience and school to work transitions, the federal government has created a number of youth oriented programs. As a result of the 1996-1997 budget announcement, Human Resources and Development Canada (HRDC) set up a Youth Employment Strategy under which funding was made available to a number of different federal departments to administer youth programs with an emphasis on employment opportunities, education and experience. Table 5 gives an outline of the departments that received funding from HRDC, their program descriptions for the 1997-1998 fiscal year (including both programs under the Youth Employment Strategy and any other programs run by the department), the target group, the budget allocation, and the target number of participants.

Table 5
Youth Programs in Other Federal Departments, 1997-1998

Name of Department and Program	Description	Target Group	Proposed Budget ($)	Expected Participation
Agriculture and Agri-Food Canada	a) Agriculture and Agri-Food Science Horizons	unemployed/ underemployed, science-related program graduates	$1.2 million (over 2 years)	200 graduates (2 year program)
Canadian Heritage	a) Young Canada Works in Science and Technology	unemployed/ underemployed, college or university graduates under 30 years of age	$420K (per year)	40 participants per year
	b) Youth Canada Works Internationally	college / university graduates	$1 million (two years)	67 participants over two years
Canadian International Development Agency	a) CIDA Youth Internship Program	unemployed / underemployed recent college / university graduates	$7 million (1997-1998) $6.4 million (1998-1999)	450 internships (1997-1998) 400 internships (1998-1999)
Canada Mortgage and Housing Corporation	a) Housing Internship Initiative for First Nations and Inuit Youth	out-of-school, unemployed, on-reserve First Nation and Inuit youth	$1 million (per year)	100 participants per year
Department of Foreign Affairs and International Trade	a) DFAIT Youth International Internships (YII)	college / university graduates having difficulty with the transition from school to work	$13.4 million (two years)	439 internships (1997-1998) 401 internships (1998-1999)
Environment Canada	a) Science Horizons: Environment Canada Youth Internship Program	unemployed/ underemployed science graduates, under 30 years of age	$1.2 million (over 2 years)	94 participants per year (2 year program)

Name of Department and Program	Description	Target Group	Proposed Budget ($)	Expected Participation
	b) International Environmental Youth Corps (IEYC)	unemployed / underemployed, college / university graduates from environmentally focused programs	$900,000 (year one) $2.1 million (year two)	60 participants (year one) 140 participants (year two)
Fisheries and Oceans Canada	a) Science and Technology Internships	unemployed/ underemployed Canadian citizens under 30 years of age with some science exposure	$1 million (over 2 years)	80 interns per year (2 year program)
Human Resources and Development Canada	a) Partners in Promoting Summer Employment (PPSE)	full-time students returning to school in the fall	$950,000 (1997-1998)	250+ participants
	b) RCMP Summer Student Program	students in law and other related disciplines	$500,000 (1997-1998)	115 students
	c) Human Resource Centres of Canada for Students (HRCC-S)	full-time students returning to school in the fall	$10.4 million (1997-1998)	830 students to be hired 17,000 expected to participate
	c) Summer Career Placements (SCP)	full-time students returning to school in the fall	$90 million (1997-1998)	45,000 (expected)
	d) Student Business Loans (SBL)	full-time students returning to school in the fall (age 15+)	$1.7 million (1997-1998)	1,300 loans; 2,500 jobs
	e) Youth Service Canada (YSC)	out-of-school, unemployed, under 30 years of age	$50 million (1997-1998)	5,000
	f) Youth Internship Canada (YIC)	under 30 years of age	$89 million (1997-1998)	15,000
	g) Youth International (YI)	out-of-school, unemployed, under 30 years of age	$10 million (1997-1998)	1,500 over 2 years
	h) Science and Technology -- National Sector Councils Internship	unemployed / underemployed science and technology graduates	$5 million (per year)	1,000 participants over 2 years

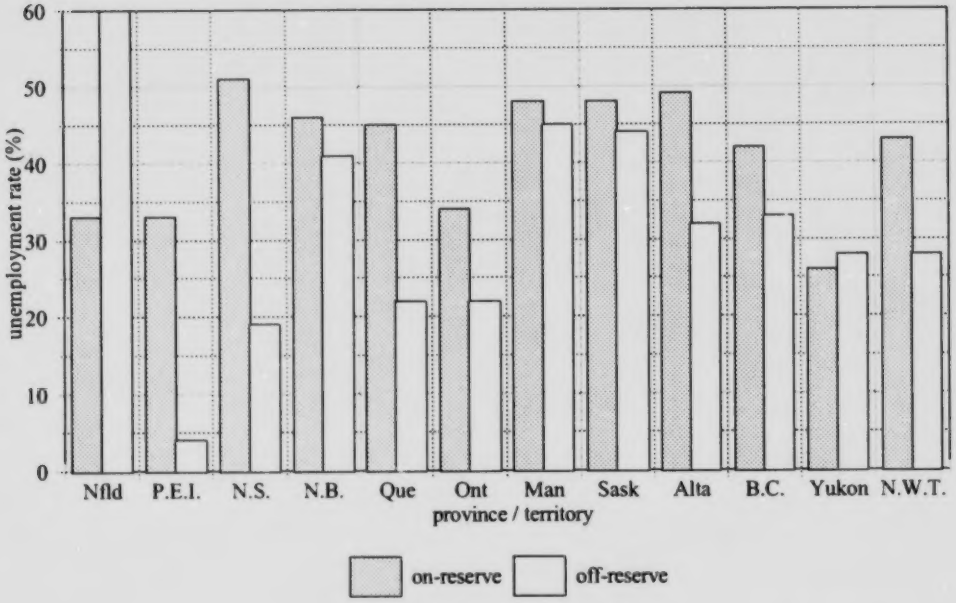
Name of Department and Program	Description	Target Group	Proposed Budget ($)	Expected Participation
Industry Canada	a) Youth Technology Project (Includes 3 sub-programs)		$4.84 million (per year)	425 internships per year
	I) The Community Access (CAP) Program Youth Employment Project	unemployed / underemployed youth in rural and disadvantaged areas		
	ii) Computers for Schools, Technical Work Experience Program	unemployed / underemployed information technology graduates		
	iii) SchoolNet Youth Employment Initiative	unemployed / underemployed, university / college graduates with information technology skills		
	b) National Information Highway, Science and Entrepreneurship Camps	unemployed / underemployed college or university graduates	$367,000 (per year)	100 participants over two years
National Research Council	a) NRC Science Collaborative Research Internships	unemployed / underemployed college or university graduates	$533,000 (two years)	40 participants (1997-1998) 50 participants (1998-1999)
	b) Science and Technology Internship Program with SMEs	candidates (college / university graduates) recruited from universities and colleges, Inuit, First Nation and Metis communities	$4.84 million (per year)	980 over two years
Natural Resources Canada	a) Science and Technology Internship Program	unemployed / underemployed science, engineering or business graduates	$600,000 (per year)	100 interns over two years (12-month periods)

Indian and Northern Affairs	Summer Student Career Placement Program	Science and Technology Summer Camps Program	Co-operative Education Program	Youth Business Program	Youth Work Experience Program	Totals	
						Indian Affairs	All Federal Programs
1996-1997	**$5,900,000**	**$800,000**	**$3,200,000**	**n/a**	**n/a**	**$9,900,000**	**--**
1997-1998	**$8,200,000**	**$1,800,000**	**$6,000,000**	**$1,500,000**	**$6,500,000**	**$24,000,000**	**$286,683,500**

Source: Human Resources and Development, 1997

Although all programs were open to and accessible by all Canadian youth, the unique situation exhibited by on-reserve populations spurred the need for initiatives specifically targeted towards on-reserve youth populations. First Nations possess an unemployment rate of 44% for on-reserve youth 15-24 years of age (based on the proportion of the labour force that is unemployed). Off-reserve the Native youth (15-24 years of age) unemployment rate is still high at 32% (Statistics Canada, 1994). The size of the youth population within the First Nation communities puts pressures on small community job markets.

Figure 6
Unemployment Rate for Native Youth (15-24 years old), by province / territory, 1991



Source: Indian and Northern Affairs, 1996

As part of the Youth Strategy Indian and Northern Affairs Canada designed three programs to target on-reserve First Nation and Inuit youth

The programs developed through Indian and Northern Affairs Canada are briefly explained in Table 6.

Table 6

Youth Strategy Programs, Indian and Northern Affairs Canada, 1996-1997 & 1997-1998

Name of Program	Description	Target Group	Proposed Budget ($)	Expected Participation
First Nations and Inuit Summer Student Career Placement Program	Provides career-related work experience and training to in-school First Nation and Inuit youth during the summer months on-reserve	on-reserve, secondary or post-secondary Aboriginal students;	$5.9 million (1996-1997); $8.2 million (1997-1998)	more than 3,000 participants per year
First Nations and Inuit Science and Technology Summer Camps	Provides first-hand experiences in various science and technology disciplines to on-reserve First Nations and Inuit youth.	on-reserve Aboriginal students	$800,000 (1996-1997); $1.8 million (1997-1998)	3,000 students per year
First Nations Schools Co-operative Education Program	Provides funding for proposals from First Nations education authorities to establish, maintain or expand cooperative education programs for on-reserve First Nations and Inuit youth in band operated or federal schools.	students in grades 7 to 13 attending on-reserve First Nations schools	$3.2 million (1996-1997); $6 million (1997-1998)	5,000 students per year

Source: Human Resources and Development Canada, 1997

The following sections will provide a look at available outputs from each of the three programs of the DIAND Youth Strategy, 1996-1997. These outputs highlight participation rates and financial information which help us get a picture of the effectiveness and efficiency of the programs. All data in this section is based on the reporting received by the First Nations and/or implementing organizations of the different programs from the different regions. In some cases the reporting is incomplete and therefore the numbers should be viewed as estimates only. All references to program financial information will be based on those regions with over 60% reporting complete.

First Nations and Inuit Summer Student Career Placement Program, 1996-1997

The First Nations and Inuit Summer Student Career Placement Program employed a total of 3768 students for the summer of 1996-1997 (Table 7). The regions with the largest number of participants were Quebec (819), Manitoba (782) and Alberta (773). It is interesting to note that, with the exception of Manitoba, these numbers do not correspond to the regions with the largest number of First Nation youth between the ages of 15-24 (Table 2). There tends to be a greater proportion of female participants in comparison to males.

Table 7
Total Number of Participants by Region

Atlantic	206		
Quebec	819		
Ontario	652	Percent of male and female participants:	
Manitoba	782		
Saskatchewan	315	Male	47 %
Alberta	773	Female	53 %
British Columbia	96		
Yukon	38		
Northwest Territories	87		
Canada	3768		

As seen in Figure 7, 21% of the 3768 participants in the Summer Student Career Placement Program were in grade 10 and 20% were in grade 11. Concomitant with this, 61.2% of the participants were between the ages of 15 and 19 years of age and 17.6% between the ages of 20-24 years (Figure 8). There are two possible explanations for this concentration of participants at the high school level. First, the program may be most appealing to those students at the high school level. Second, students enrolled in a post-secondary institution may have difficulty accessing the program as their respective colleges or universities are located off and away from their home communities. The post-secondary students who are reported to be participating in the program may have returned home for the summer months.

Figure 7
Education Levels of Participants

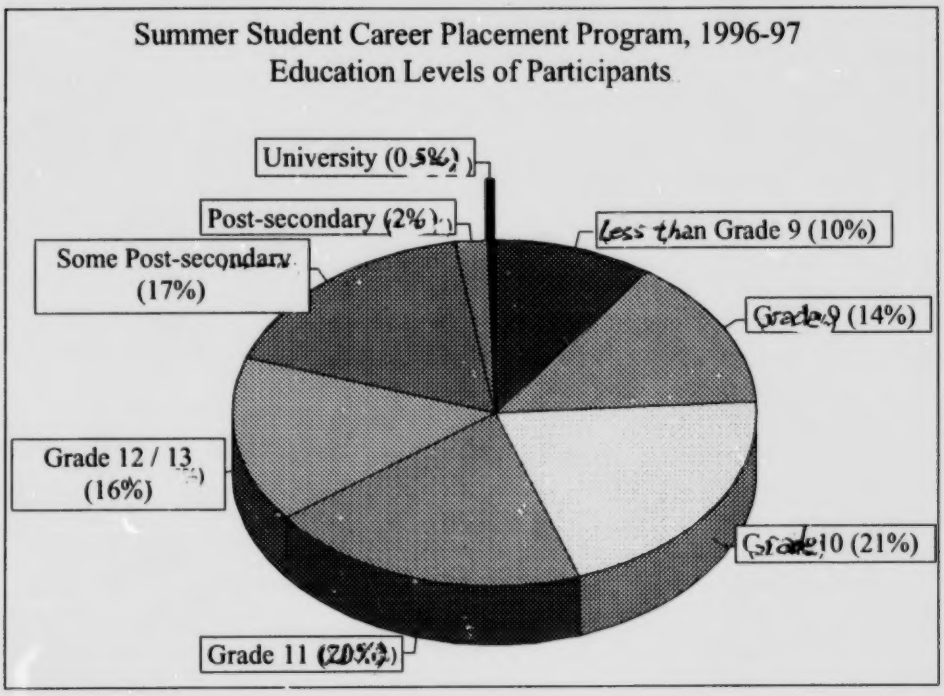
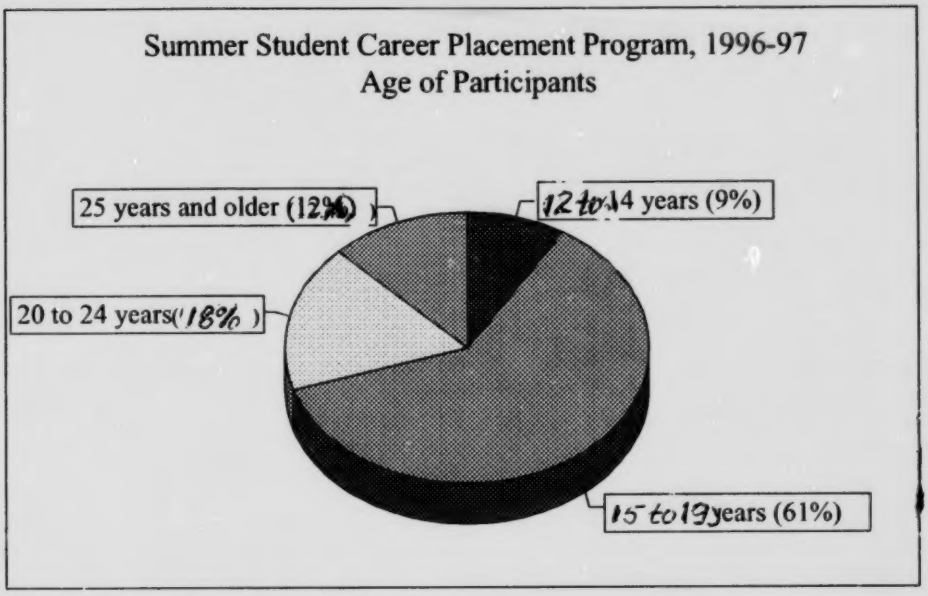
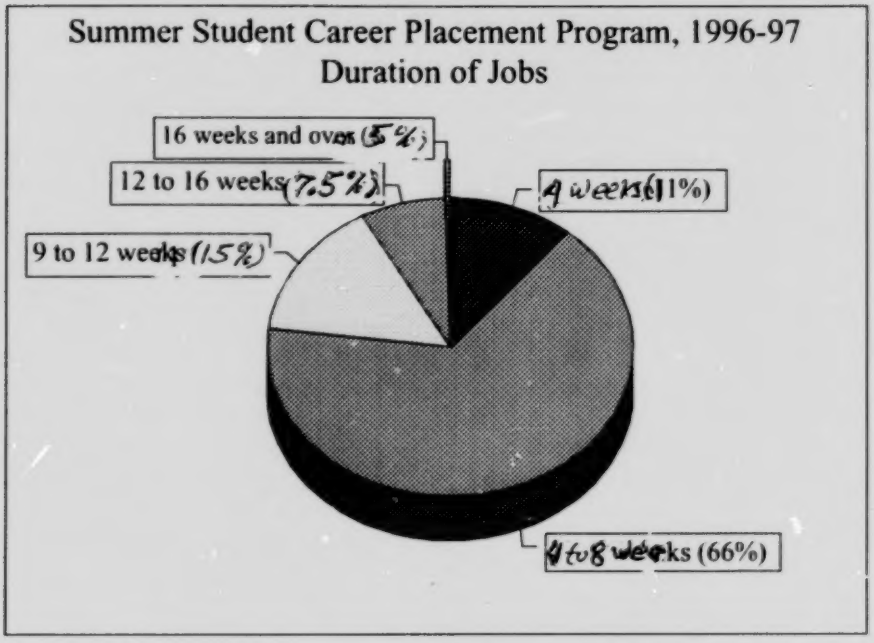


Figure 8
Age of Participants


Summer Student Career Placement Program, 1996-97
Age of Participants
25 years and older (12%)
12 to 14 years (9%)
20 to 24 years (18%)
15 to 19 years (61%)

The majority of summer jobs generated by the Summer Student Career Placement Program lasted between 4 to 8 weeks (66%) and 9 to 12 weeks (15%) (Figure 9). This is comparable to the length of time youth have off during the summer months. This time frame enables the students to complete work terms before returning back to school.

Figure 9
Duration of Jobs


Summer Student Career Placement Program, 1996-97
Duration of Jobs
16 weeks and over (5%)
12 to 16 weeks (7.5%)
4 weeks (11%)
9 to 12 weeks (15%)
4 to 8 weeks (66%)

Based on the financial information received from First Nations as part of the strategy's reporting requirements, a total of $6,294,350 was reported to be spent on the program for all regions (Table 8). Only $4,374,844 was reported for the federal portion in comparison to the set aside federal program budget of $5.9 million. The regions with the largest reported total spent were Alberta (18.4% of the total budget), Quebec (18.2%), Manitoba (18.0%) and Ontario (17.1%). These figures are based on the amount that was allocated by DIAND to the different regions and the amount of leveraging that was generated in each region. As Figure 10 shows the allocation of federal funding was relatively based on the number of participants in each region.

The total amount donated by other funding sources is one potential indicator of program effectiveness. For example, the ability to recruit and maintain partnerships with outside organizations or institutions indicates a general outside interest in the program and increases the chances of program sustainability. The total amount received from other funding sources for all

regions was $1,897,113. This constitutes 30% of the total spent on the program. The regions of Quebec ($512,501), Alberta ($498,499) and Ontario ($405,542) established partnerships which allowed them to generate a considerable amount of leverage and helped to decrease their reliance on federal government funding.

One indicator of program efficiency was the total amount spent on program management. The total amount spent by all regions was $582,791. This accounts for 9.3% of the total amount spent on the program. The lower the amount spent on program management indicates how well the program was designed for easy administration and implementation. Other indicators which should be considered include, the availability of program infrastructure, the size of the First Nation youth population in the region (Table 2), and/or the amount of funding going directly to the students. The regions that spent the least amount on program management, based on a greater then 60% reporting accuracy, were Saskatchewan ($49,227), Atlantic ($58,667) and Quebec ($78,052). It should again be stressed that these values are merely estimates as some results are based on incomplete reporting.

Table 8

Financial Information, Summer Student Career Placement Program

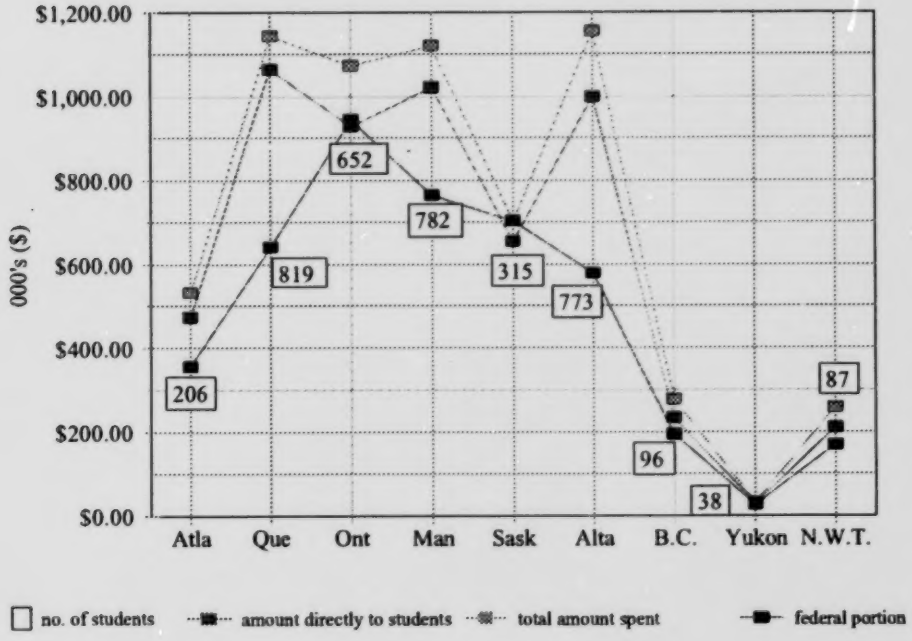
Region	Total Spent	Percent of Total Spent	Federal Portion Reported	Federal Portion Budget	Other Funding Sources	Total Spent on Managing	Percent Spent on Managing	Directly to Students	Percent Directly to Students	Reporting Indicator
Atlantic	$532,078.60	8.5%	$356,360.00	$356,360.00	$175,718.60	$58,667.33	11.0%	$473,411.30	89%	100%
Quebec	$1,143,070.20	18.2%	$640,150.00	$640,150.00	$512,501.20	$78,052.00	6.8%	$1,065,018.20	93%	100%
Ontario	$1,073,281.00	17.1%	$943,728.70	$1,281,480.00	$405,541.90	$86,950.15	8.1%	$927,817.30	86%	74%
Manitoba	$1,119,760.00	18.0%	$763,519.00	$821,280.00	$167,347.00	$107,313.00	9.6%	$1,020,914.00	91%	93%
Saskatchewan	$703,280.00	11.2%	$703,280.00	$703,280.00	-	$49,227.00	7.0%	$654,053.00	93%	100%
Alberta	$1,155,391.00	18.4%	$577,545.10	$696,200.00	$498,499.30	$145,265.70	13%	$999,053.70	86%	83%
B.C.	$277,065.40	4.4%	$194,405.30	$964,650.00	$64,577.53	$23,236.30	8.4%	$232,774.60	84%	20%
Yukon	$32,353.97	1.0%	$27,149.05	$53,100.00	$5,204.92	$1,494.84	5%	$30,859.13	95%	51%
N.W.T.	$258,069.40	4.1%	$168,707.20	$383,500.00	$67,722.60	$32,584.44	13%	$210,228.10	82%	44%
Total	$6,294,349.57	100%	$4,374,844.35	$5,900,000	$1,897,113.05	$582,790.76	9.3%	$5,614,129.33	89%	74%

Notes:

1) *Total Spent = Federal Portion Reported + Other Funding Sources*
2) *Percent of Total Spent = (Individual Total Spent / Total for all Regions Total Spent)*100*
3) *Federal Portion Reported = Based on what was reported by the user groups*
4) *Federal Portion Budget = Amount distributed by DIAND to the user groups*
5) *Other Funding Sources = Contributions from sources other than DIAND, reported by the user groups*
6) *Total Spent on Managing = As reported by the user groups*
7) *Percent Spent on Managing = (Total Spent on Managing / Total Spent for that region)*100*
8) *Directly to Students = Amount going directly to the students*
9) *Percent Directly to Students = (Directly to Students / Total Spent for that region)*100*
10) *Reporting Indicator = indicates the percent to which reporting was completed. This number was calculated by the following formuala: = (Federal Portion Reported / Federal Portion Budget)*100*
11) *Many of the regions were either over or under in their reporting. Discrepencies were identified as follows:*
    Quebec - under by $9,581 (1 Reporting Group) / Ontario - under by $516,448.22 (2 Reporting Groups) - over by $240,458.30 (1 Reporting Group)
    Manitoba - under by $12,958 (7 Reporting Groups) - over by $209,868 (2 Reporting Groups)
    Alberta - under by $9,517.93 (5 Reporting Groups) - over by $64,610.51 (4 Reporting Groups)
    B.C. - under by $2,836.66 (3 Reporting Groups) - over by $19,466.09 (4 Reporting Groups)
    N.W.T. - under by $4,784.52 (3 Reporting Groups) - over by $22,794.57 (4 Reporting Groups)
12) *To determine the accuracy of reporting from the different regions the Federal Portion Reported was divided by the Federal Portion Budget. This gives us a percent of information that was accounted for in the reporting received.*

The total amount, for all regions, of funding going directly to the students was $5,614,129 which represented 89% of the total spent on the program. The regions with the highest percent of funds going directly to the students were Quebec (93%), Saskatchewan (93%), Manitoba (91%), and Atlantic (89%). The Yukon region also had a high percent of funds going directly to the students, however this figure was based on information received from only two (2) user groups. As Figure 10 shows, the amount going directly to the students is relatively proportionate to the total amount spent on the program.

Figure 10
Selected Program Outputs, Summer Student Career Placement Program, by region



Source:
Program Reporting, Indian and Northern Affairs Canada, 1997

First Nations and Inuit Summer Science and Technology Camps, 1996-1997

A total of 2032 students participated in the Summer Science and Technology Camps (Table 9). The region with the highest number of students was the Northwest Territories (549) followed by Alberta (344) and British Columbia (250). The high number of participants in the Northwest Territories can be attributed to the fact that the region ran a number of one to two day science workshops. Again compared to the populations in Table 2, Alberta has one of the largest First Nation youth populations compared to the other regions.

Table 9
Total number of participants by region

Atlantic	195		
Quebec	197		
Ontario	215	Percent of male and female participants:	
Manitoba	95		
Saskatchewan	127	Males	48 %
Alberta	344	Females	52 %
British Columbia	250		
Yukon	60		
Northwest Territories	549		
Canada	2,032		

The Summer Camps were generally geared towards younger children in grades less than 6 to grade 7. This is evident in Figures 11 and 12 in which 36.1% and 25% of the participants are in grades less then 6 and grade 7 respectively. More than half of the youth are between the ages of 12 and 13 (61.1%). The number of students participating decrease with age and education level.

Figure 11 - Education Levels of Participants

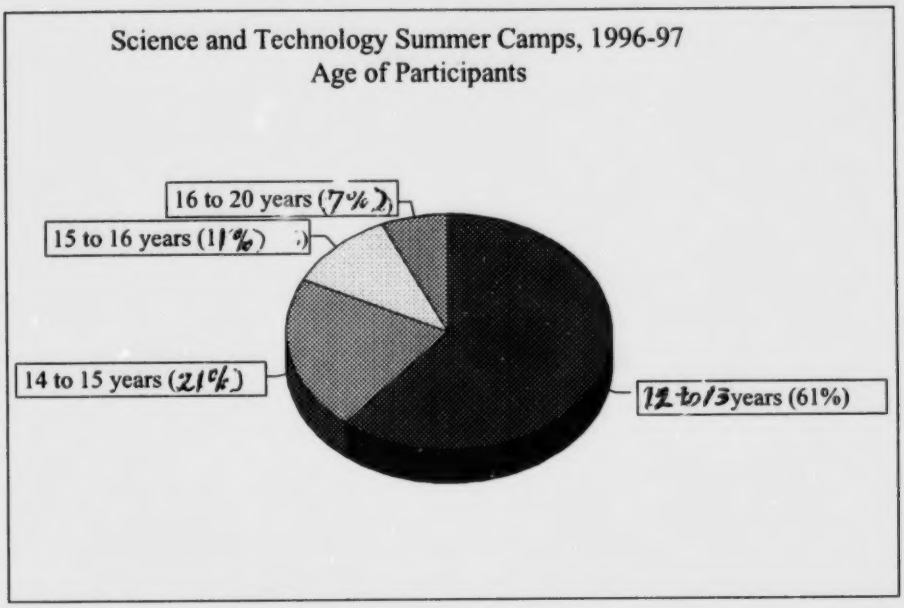
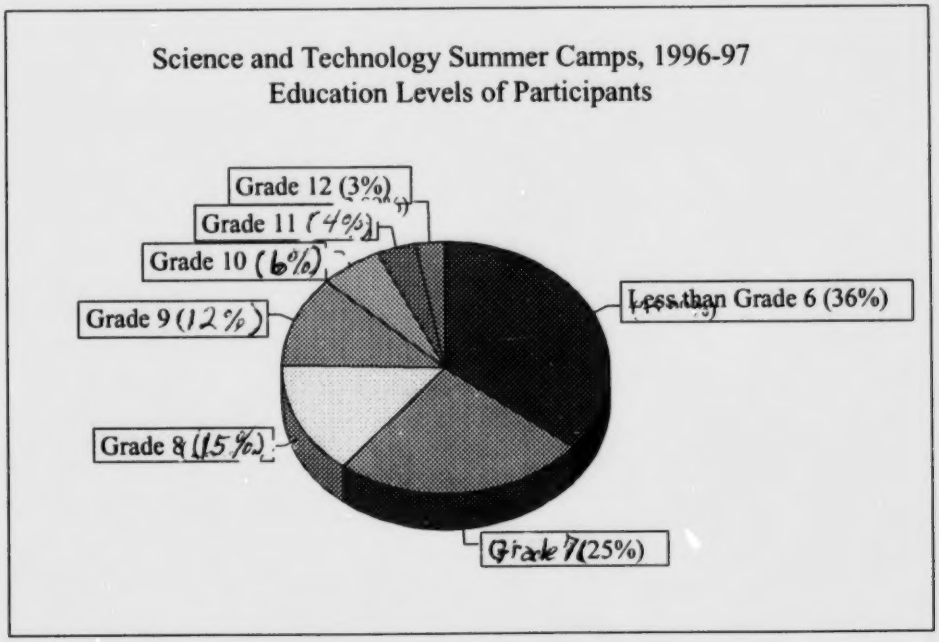

Science and Technology Summer Camps, 1996-97
Age of Participants
16 to 20 years (7%)
15 to 16 years (11%)
14 to 15 years (21%)
12 to 13 years (61%)

Figure 12 - Age of Participants



Based on the financial information received from the regions, a total of $690,940 was spent on the Science and Technology Summer Camps Program (Table 9). The regions with the largest reported amounts spent, based on an over 60% reporting completed, were Ontario ($205,981), the N.W.T. ($121,775) and Saskatchewan ($121,154.75) comprising 30%, 18%, and 17% of the total spent for all regions.

A majority of the regions received financial resources from other funding sources. Ontario reported the largest portion of other funding sources at $71,820. This leveraging accounted for 35% of the total that the Ontario region spent on the program. In comparison, Ontario spent one of the highest proportions on managing the program at 20%, with the exception of Saskatchewan (33%). These high rates could be seen as a result of the fact that administration requirements for this program are relatively larger than that for the other two programs as it is more labour intensive. The regions that spent the least on managing included, the Atlantic (3.6%) and Quebec (9.4%).

Table 10

Financial Information, Science and Technology Summer Camps Program

Region	Total Spent On Program	Federal Portion Reported	Federal Portion Budget	Other Funding Sources	Total Spent on Managing	% of Total Spent on Managing	Reporting Indicator
Atlantic	$55,558.00	$46,608.00	$48,000.00	$8,950.00	$2,000.00	3.6%	97%
Quebec	$116,028.33	$87,986.00	$96,000.00	$28,042.33	$10,878.93	9.4%	92%
Ontario	$205,980.50	$136,000.00	$136,000.00	$71,820.00	$41,352.28	20%	100%
Manitoba	$12,472.00	$7,812.00	$120,000.00	$9,976.00	$3,100.00	25%	7%
Saskatchewan	$121,154.75	$104,000.00	$104,000.00	$17,150.75	$40,472.97	33%	100%
Alberta	$53,962.99	$49,870.62	$112,000.00	$3,092.37	$12,879.75	24%	45%
B.C.	-	-	$96,000.00	-	-	-	0%
Yukon	$4,008.00	$4,008.00	$8,000.00	-	$275.00	6.9%	50%
N.W.T.	$121,775.43	$76,252.43	$80,000.00	$45,523.00	$22,100.00	18%	95%
Total	$690,940.00	$512,537.05	$800,000.00	$184,554.45	$133,058.93	19%	64%

Notes: 1) Total Spent on Program = Federal Portion Reported + Other Funding Sources

2) Federal Portion Reported = Amount reported by user groups, in reference to amount received by DIAND.

3) Federal Portion Budget = Actual amount set aside by DIAND for the program by region.

4) Other Funding Sources = Amount donated by sources other than DIAND as reported by each region.

5) Total Spent on Managing = Amount spent on managing the program as reported by each region

*6) Percent Spent on Managing = (Total Spent on Managing / Total Spent on Program)*100*

*7) Reporting Indicator = Indicates the percent of complete reporting. The formula for this number = (Federal Portion Reported / Federal Portion Budget)*100.*

8) Some regions were either over or under in their reporting. Discrepancies were noted as follows: Ontario - under by $1839.50 / Manitoba -under by $5316.00 / Alberta -over by $1000.00

First Nations Schools Co-operative Education Program, 1996-1997

Reporting for the Co-operative Education Program was to be submitted as of March, 1997 and therefore could not be fully incorporated into the evaluation. The reports received from selected regions are interim or mid-year progress reports. Information has been received from the regions of Quebec, Alberta, Saskatchewan and British Columbia. All available information, at the time of preparing the statistical overview for the evaluation, is presented in the following section.

Figure 13 illustrates the number of First Nations schools participating in the Co-operative Education Program by region. Table 11 presents some basic information on the program. This includes the number of participants per region, gender, age, education level, and DIAND funding allocation. It is important to note that the reporting is incomplete for many regions and therefore the numbers should be considered as estimates only. All other financial information, for example amount received from other funding sources, amount spent on program management, is not yet available for the program.

Table 11
Program Characteristics, Co-operative Education Program

Region	Number of participants	Gender	Age of participants	Education levels of participants	DIAND Funding Allocation
Atlantic	--	--	--	--	$96,000
Quebec	161	64 females 97 males	13 to 22 years	Mainly grades 12 and 13	$288,000
Ontario	--	--	--	--	$544,000
Manitoba	--	--	--	--	$832,000
Saskatchewan	399	264 females 135 males	not stated	grade (8) 9	$672,000
Alberta	52	15 females 22 males 15 not stated	13 to 22 years	grades 7 to 12	$480,000
British Columbia	267	127 females 106 males 36 not stated	12 to adult	grades 7 to 12	$288,000
Total	879	470 females 360 males 51 not stated			$3,200,000

Summary

The present high unemployment rate of young Canadians could present a situation in which they lack the necessary work experience required by future employers. For on-reserve First Nation youth this problem is elevated with the fact that, coupled with high youth unemployment rates, these individuals make up a large part of First Nations communities. This large concentration of youth in smaller communities creates the potential for an increased competitiveness for limited employment resources. In order to be a player within this competitive environment youth need to enhance their personal qualifications. This can be achieved by pursuing higher levels of education while diversifying ones knowledge base through exposure to different fields of expertise and identifying opportunities to develop inter-personal skills, a personal work ethic and an understanding of the working world.

In response to the employment experience needs of Canadian youth, a number of federal departments designed programs with a focus on creating youth work-related opportunities. The Department of Indian and Northern Affairs programs introduced on-reserve First Nation youth to different aspects of science and technology, summer employment and work experience. The Youth Strategy incorporated a large part of the First Nation youth community as it allowed for the participation of individuals in grades 6 to University and spanned the ages from 12 to 25 years and older. These program outputs indicate that the program target the work-related needs of students during their school years before their transition into the full-time work force.

A number of important efficiency and effectiveness indicators can be taken from the information provided by the ongoing reporting provided by First Nations. For example, the efficiency of the different programs can be determined by the total spent on program management. This is one indicator of how well the programs were developed and how well information was outlined for program implementors and users (i.e., First Nation implementing organizations, DIAND regional offices, Tribal Councils, First Nations). In addition, the number of program participants indicates the number of students that were recruited for each program. This helps to identify the availability of information, the usefulness of communication and program accessibility.

One indicator of the effectiveness of a program is illustrated in the ability to attract outside sources. These "other" sources provide program assistance in the form of financial, human or physical resources, in turn helping to promote program sustainability and program expansion. In addition, information such as, age of participants and education levels helps to determine if the program was targeted to the right individuals. For example, programs with an overall objective, "...to provide career related opportunities to assist entry into the labour force." (INAC, 1996) need information which indicates the timing of program utilization. It is important that the appropriate age groups are targeted in order to have an influence on the development of education and career interests (Science and Technology Summer Camps Program), the exploration of different employment opportunities and the development of on-the-job experience (Summer Student Career Placement Program and Co-operative Education Program).

As outlined in the Youth Strategy, First Nations, First Nation implementing organizations or DIAND regional offices are required to provide reporting of program outputs. There is a need for timely reporting and accountability as it is a key to determining the efficiency and effectiveness of the overall Strategy. This appendix presented all available program outputs received from the reporting of the three Youth Strategy programs. It should be stressed that these numbers be considered as estimates. Information for all three programs remains to be received from a number of different sources.

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Departmental Audit and Evaluation Branch
Corporate Services
Department of Indian Affairs and Northern Development

Evaluation Framework for the DIAND Youth Strategy

Appendix 6
96/26

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Executive Summary

This evaluation framework report accompanies the Interim Evaluation of the DIAND Youth Strategy and serves as a guide to identify key indicators derived from program objectives, activities and outputs to measure ongoing and long-term program outcomes. The framework also identifies evaluation issues for a future evaluation. The report is intended to be used by the department and First Nations organizations.

Ongoing Performance Measures

Ongoing performance measures assess day-to-day program operations and account for ongoing performance by First Nations and DIAND. The framework identifies the following ongoing results measures:

- data on the nature of the intervention;
- resources used in programming;
- documentation of program activities; and
- program outputs.

A review of the ongoing information that is currently collected by First Nations and DIAND reveal that most of the ongoing data required to assess ongoing program performance is already being collected. The framework provides an outline of additional ongoing information that should be considered by DIAND and First Nations.

Long-term Measures

Long-term measures are used to assess strategy impacts and determine whether program intended outcomes were realized. The framework identifies the following measures as key indicators of long-term program success:

- graduation rates;
- changes in Aboriginal youth employment; and
- relevance of work experience to future employment.

Most of this data is not yet being collected. DIAND and First Nations will need to decide which long-term results indicators to collect to assess long-term program performance and to meet their information requirements.

Next Steps

We recommend the implementation of the framework and preparation of data collection tools be designed in conjunction with Aboriginal stakeholders. This should include:

- identifying key indicators in consultation with Aboriginal stakeholders;
- developing a self-evaluation guide to be used by First Nations and their regional organizations, including specific tools such as questionnaires for employers and youth participants.

Introduction

In the spring of 1996, the federal government announced its national Youth Employment Strategy that would spend $315 million over three years to help create employment opportunities. Human Resources Development Canada (HRDC) is the lead department with partners such as Industry Canada, Canadian Heritage, Environment Canada, and DIAND.

DIAND's initial Youth Strategy provided $10 million for the following three programs[1]:

- First Nations and Inuit Summer Student Placement ($5,900,000);
- First Nations and Inuit Science and Technology Summer Camps ($800,000); and
- First Nations Schools Cooperative Education Program ($3,200,000).

In the spring of 1997, the strategy was renewed for two years providing a total of $25 million annually in 1997-1998 and 1998-1999. New programs are intended to provide services to First Nations and Inuit youth not included under the original strategy, namely unemployed and out-of-school youth. The new programs are the:

- First Nations and Inuit Youth Business ($1,500,000 per year); and
- First Nations and Inuit Work Experience ($6,500,000 per year).

Purpose of the Report

This appendix accompanies the initial Evaluation of the DIAND Youth Strategy conducted at the end of the first year of implementation. The report presents a framework for the eventual evaluation of the strategy and outlines the structures and linkages among the various components of the strategy. The framework also identifies both ongoing results and evaluation indicators to be used and potential evaluation issues and questions.

Need for an Evaluation Framework

An evaluation of the initial strategy was conducted focussing on lessons learned, the implementation process and short-term impacts. A supplementary product of the evaluation is the creation of a performance measurement framework for national and local use by First Nations and the department to assess long-term impacts and program effectiveness. The framework is designed to support a better understanding of what the strategy is to accomplish and to provide an

[1] It was reported that $100,000 was retained at headquarters for national projects.

information measurement regime to assess its efficiency and effectiveness. In effect, the framework provides a blueprint for the future evaluation and assists in the development of methods for data collection.

In addition, the framework responds to the information needs of the various stakeholder groups as well as those of the Treasury Board Secretariat which is responsible for monitoring progress on program activities, outputs, and outcomes throughout the public service. The framework also reflects the current environment where communities manage programs and presents alternatives for a decentralized evaluation process that includes First Nations partners.

Approach

During the evaluation process we conducted interviews with First Nations and their organizations and departmental personnel to assess what information was currently being collected and respondents' needs for further data. We also conducted three regional on-site visits, case studies, and a visit to headquarters to determine what data and indicators are collected. Finally, we examined files and documentation on the original and new strategy programs. We utilized this information to develop the framework. We also worked closely with representatives of the Departmental Audit and Evaluation Branch (DAEB), relying on their experience with the internal use of performance indicators at DIAND to discuss the most appropriate approach and performance measurement regime for the department.

What is Performance Measurement?

Performance indicators allow for informed decision making at the local, regional, and national level. Indicators are a regular measurement of program inputs, activities and outcomes (Mayne and Zapico-Goñi, 1997). Treasury Board also defines performance measurement as the measures of activities, outputs, and outcomes. Often performance indicator systems are designed to support decentralized decision-making while allowing program managers at the national level to observe effectiveness unobtrusively (O'Leary, 1995).

With limited government finances, performance measurement is increasingly being requested by senior management throughout the public service to show that programs are well managed and successful. To this end performance measurement often focuses on information about program efficiency and effectiveness. *Efficiency* is the relationship between program inputs and expectations. How well is a program delivered? One example is the turn-around time to process a proposal submitted to the program. *Effectiveness* deals with the relationship between outcomes and expectations. Did a program meets its objectives? One example is the number of placements a youth program created.

Objectives

Performance measures should also have the following characteristics:

Validity	Indicators are appropriate to measure objectives.
Reliability	Data come from an accurate information system and are not suspect or easily challenged.
Useful	Indicators are clear, meaningful, and adapted to management needs.

There are several objectives for a successful performance framework:

- the list of indicators should not be too extensive but rather focus on what information is essential. This principle should also be followed in questionnaires used to collect data so as not to "turn off" respondents. Using a core number of indicators will improve reliability and raise response rates.

- information on the impact of policies and programs needs to be timely and relevant to support decision-making and to account for performance.
- performance monitoring should build on existing data (i.e., evaluation forms) and be consistent with an organization's culture.

- leadership is needed in defining criteria and implementing practical performance monitoring.

- stakeholder groups, clients, and senior management have to work together to define their information needs as well as reflect those of central agencies. Therefore, First Nations organizations need to be an integral part of implementing ongoing performance measures.

- a performance framework should reflect local needs. First Nations partners are managing programs and require information to ensure that programs reflect the needs of students and employers.

Distinguishing Between Ongoing Performance Measures and Evaluation Indicators

Performance measurement in the public service is usually done through any management system that measures some aspect of performance, whether on a relatively ongoing basis or on a periodic basis that occurs with policy and program evaluations. We propose doing both to have a comprehensive accountability framework and to produce ongoing information to help managers make decisions.

- ongoing performance measures provide a day-to-day measurement of the operation of a program - what is done, how it is done and what it costs. Ongoing performance measures serve managers' need for continuous data about program activities, outputs, and outcomes. In effect, ongoing results indicators form a "*management information base*" that program managers use for decision-making. A management information base can vary from a complete management information system designed around elaborate databases to simple program reporting forms. For the DIAND Youth Strategy, the management information base will build on existing data from program reporting and First Nations' activity reports.

- summative evaluations provide results on the impact of a program and are based on information derived from both ongoing performance measures and indicators used in evaluations. In this case, evaluation indicators provide longer term information about program rationale, objectives, impacts, best practices and alternative ways of delivering programs. Evaluation measures are derived from evaluation issues and questions and are intended to complement ongoing performance measures.

DIAND Youth Strategy Program Profile

Background

To discuss performance measures and evaluation issues, it is first important to have an understanding of the strategy's program activities and expected impacts. A logic model is often used to illustrate the structure and linkages between program objectives, activities, outputs, and outcomes.

Logic Model

Ultimate Objective

The ultimate objective of the DIAND Youth Strategy is *to provide First Nations and Inuit youth with the opportunity to gain valuable work experience and build towards a future career.* DIAND's youth programs are targeted mainly to high school students who typically have not yet made career choices. Although the national strategy focus is on reducing youth unemployment, DIAND has concentrated on providing work experience for the future and facilitating the transition from school to work.

Objectives

The objective of each program and their expected outcomes are illustrated in Figure 1.

Activities

The strategy is structured around five major sets of activities reflecting each of the programs' objectives. There are also activities common to all of the Strategy's programs including:

- proposal submission and review;
- communications; and
- reporting on DIAND program activities.

The set of activities under the **Summer Student and Career Placement Program** include:

- recruiting and matching students and employers;
- job preparation activities (i.e., helping students with interviews, resumes, cover letters, etc);
- placements; and
- advice and support for students.

Strategy Objectives & Expected Situation

Figure 1

Strategy Program Objectives
Expected Situation
Summer Student Career Placement Program
To assist students in obtaining career related work experience
- Increase in incremental positions created
- Career related experience acquired
- Increase in class attendance
- Increased interest in school/career
- Increased rate of graduation
- Facilitate transition from school to work
Science and Technology Summer Camps Program
To promote science and technology as a career choice
- Exposure to science and technology
- Increase in camps created/accessed
- Increase in number of camps/positions allocated
- Increase in incremental positions created
- Relevance of school to future employment recognized
Cooperative Education Program
To establish or enhance existing cooperative education programs
- Increase in number of cooperative programs
- Expansion of existing programs
- Increase number of placements
- Increase in partnerships between schools and employers
- Transition from school to work facilitated
- Relevance of school to future employment recognized
- Increased rate of graduation
Work Experience Program
To provide mentored work experience for unemployed youth
- Wages for unemployed
- Work experience
- Increase in employability of youth
- Increase in short-term employment
- Reduced youth unemployment
- Reduced dependency on social assistance
Youth Business Program
To enable lending institutions to offer youth support to start their own businesses.
- Increase number of loans made
- Increased other funds leveraged (seed money)
- Increased number of businesses established
- Increased self-employment job positions
- Reduced youth unemployment

The set of activities for the **Science and Technology Summer Camps** program include:

- developing or identifying camps;
- allocating camp space; and
- hiring student camp coordinators.

The set of activities for the **Cooperative Education Program** include:

- pre-placement activities and orientation;
- recruiting employers;
- student selection and recruitment;
- placements; and
- assessing student and employer experiences.

The set of activities that fall under the **Work Experience Program** include:

- providing wage subsidies;
- job preparation activities;
- recruiting employers;
- selecting students; and
- counselling and advice.

The set of activities that fall under the **Youth Business Program** include:

- liaising with lending institutions (Aboriginal and non-Aboriginal);
- financial support for youth; and
- counselling and mentoring.

Outputs

There are some program outputs common to all five programs, including:

- reporting on programs;
- approved projects; and
- communication about the programs.

The Summer Student Career Placement Program provides summer jobs to First Nations and Inuit youth. There are three main results of the activities associated with this program:

- approved projects;
- wage contributions to students and subsidies to employers; and
- summer jobs are created.

There are three main outputs resulting from the Science and Technology Summer Camps Program which are now held on a year-round basis:

- science camps are created or accessed;
- camp positions are allocated; and
- some incremental positions are created for student camp coordinators.

Several outputs are associated with the Cooperative Education Program:

Pre-placement positions (i.e., in-class curriculum) are created;
Implementation of program plans and manuals to assist students and employers to understand how the program works;
Placements are created (i.e., work experience, job shadowing, community work, etc);
Learning plans are developed; and,
Students' and employers' experiences are evaluated.

Four main outputs are associated with the activities in the Work Experience Program targeted to out-of-school and unemployed First Nations and Inuit youth:

- placements providing youth with work experience;
- long-range plans for education or employment;
- wages for youth; and
- learning plans that help youth establish career goals after working with a mentor.

There are four main results from the activities associated with the Youth Business Program:

- seed money is provided to develop a business or to lever other funds;
- business plans are developed;
- self-employment opportunities or jobs are created; and
- Incremental businesses are created.

Intended Impacts

The main short-term impacts common to all the strategy's programs include:

- an increase in the participation in work placements and science camps;
- wages or revenue for First Nations and Inuit youth;
- youth learn basic job skills (i.e., computer, interpersonal, communication) that will assist them in future jobs or careers;
- an increase in students' self-esteem and confidence; and
- a greater appreciation of the community and its future job needs.

The Summer Student Career Placement, Science and Technology Summer Camps, and Cooperative Education programs may also increase class attendance and interest in school. The Work Experience Program is intended to increase the employability of youth. The Youth Business Program will establish micro-businesses thereby potentially further developing on-reserve economies.

The long-term impacts of the strategy include the following:

- facilitating the transition from school to work;
- students build toward a future career through work experience;
- recognition of the relevance of school work to future employment;
- an increase in the graduation rate;
- reduced youth unemployment for out-of-school youth; and
- a reduced dependency on income support for out-of-school youth.

Summary

The logic model links the strategy's components from its ultimate objective to its ultimate expected impacts. Common activities, outputs, and impacts are not identified in the model that focuses on unique activities and outcomes. Annexes 1 to 5 provide profiles for each of the strategy's programs.

Table 1

LOGIC MODEL: DIAND YOUTH STRATEGY PROGRAMS

Objectives

To Provide First Nations and Inuit youth with the opportunity to gain valuable work experience and build towards a future career.

Main Activities	Summer Student Career Placement	Science and Technology Summer Camp	Cooperative Education Program	FN and Inuit Work Experience Program	FN and Inuit Youth Business Program
Activities	- Recruit/match students and employers - Job preparation activities - Advice and support	- Develop or identify camps - Allocate camp space - Hire student camp coordinators	- Pre-placement activities/orientation - Recruit employers - Student selection/recruitment - Placements - Assess student/employer experiences	- Provide wage subsidies - Job preparation activities - Recruit employers - Select students - Counselling and advice	- Liaise with lending institutions - Financial support - Counselling and mentoring
Outputs	- Approved projects - Wage contributions subsidy - Summer jobs created	- Science camps created - Camp positions allocated - Some summer jobs created	- Pre-placements - Implementation plan/program manual - Placements - Learning plans - Student/employer evaluations	- Placements - Long range plans - Wages/earnings - Learning plan	- Seed money - Business plans - Self-employment opportunities - Incremental businesses created
Short-Term Impacts	- Summer employment created - Career related experience - Increase class attendance - Increased interest in school/career	- Exposure to science/technology - First hand experience in science in various disciplines - Science and technology promoted as a career choice	- Increased number of coop programs - Partnerships between schools and private/public employers - Combine school based learning with workplace/community experience - Reflect local needs/circumstances - A greater appreciation for school	- Work experience - Earnings - Increased employability of youth - Knowledge of community needs and jobs - New employable skills	- Exploration of entrepreneurship - Self-employment opportunities - Micro-businesses developed

Long-Term Impacts

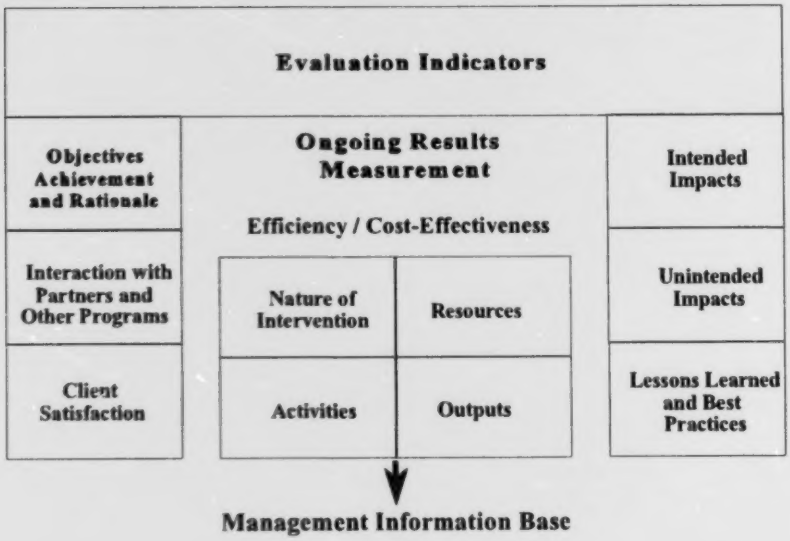
- Transition from school to work facilitated
- Relevance of school work to future employment recognized
- Increased rate of graduation
- Reduced youth unemployment
- Build towards future career
- Reduce dependency on income support

Evaluation and Accountability Framework

As mentioned earlier, the accountability framework for the DIAND Youth Strategy is made up of both ongoing performance measures and evaluation indicators. Figure 2 illustrates the distinction between ongoing results and evaluation indicators.

Figure 2

DIAND Youth Strategy
Accountability Framework



Ongoing Performance Measures, Indicators, Data Sources

The strategy is an initiative designed to create work experience and help First Nations and Inuit youth build for future careers through several sets of activities derived from each of the five programs and objectives. Table 2 identifies results indicators for ongoing data collection about the programs. Most of the information is currently being collected informally by First Nations and their organizations. Therefore, the majority of the data already exist except for information about program activity costs and new programs.

Table 2

Ongoing Performance Measures, Indicators, and Data Sources				
	Program and Activities	**Results Indicators**	**Data Sources**	**New (✗) Existing (✔)**
Administration of Strategy Programs (common activities to five programs)	Proposal submission and review	- Number of proposals submitted - Number of proposals rejected - Number of proposals approved	- First Nation organizations - First Nations	✔
	Communications	- List of material produced - List of recipients of material sent - Cost	- First Nations organizations - First Nations	✔
	Reporting on program activities	- Number of evaluation forms distributed - Number of evaluation forms returned	- First Nations organizations - First Nations	✔
Summer Student Career Placement Program	Recruit/match students and employers	- Number of employers recruited - Type of employers recruited (i.e., band, private, public) by sector - Number of students recruited	- First Nations organizations - First Nations - Evaluation forms	✔, ✗
	Job preparation activities	- List of activities - Number of participants by category - Resources involved ($, human)	- First Nations organizations - First Nations	✔, ✗
	Placements	- Number of incremental jobs created - Number of approved projects - Number of weeks - Number of hours - Average wages - Cost	- Evaluation forms	✔
	Advice and support	- List of activities - Number of events - Number of participants assisted	- First Nations organizations - First Nations	✔

Ongoing Performance Measures, Indicators, and Data Sources				
	Program and Activities	**Results Indicators**	**Data Sources**	**New (✗) Existing (✔)**
Science and Technology Camps Program	Develop or identify camps	- List and number of camps created - List and number of external camps accessed - Cost of camps	- First Nations organizations - First Nations - Evaluation forms	✔
	Allocate camp space	- Number of camp positions allocated - Duration of camps - Number of participants - Age of participants	- First Nations organizations - First Nations - Evaluation forms	✔
	Hire student camp coordinators	- Number of placements created - Cost of wages	- First Nations organizations - First Nations	✔
Cooperative Education Program	Pre-placement activities/orientation	- List of pre-placement activities - Number participating in activities by category - List and description of curriculum - List of workbooks, manuals, or tools - Cost	- School boards - Individual schools	✔,✗
	Recruit employers	- Number of employers recruited - List of types of employers recruited (i.e., band, private, public) by sector - List of steps involved in recruiting employers	- School boards - Individual schools	✔
	Student selection/recruitment	- Number of students recruited - List of steps involved in selection, recruitment, and matching process	- School boards - Individual schools	✔
	Placements	- Number of placements - Number of weeks - Number of hours - Age of participants - Grade of participants - Number of learning plans - Cost of placements (wages/subsidies)	- Evaluation forms - School boards - Individual schools	✔, ✗

Ongoing Performance Measures, Indicators, and Data Sources				
	Program and Activities	**Results Indicators**	**Data Sources**	**New (✗) Existing (✔)**
	Assess student/employer experiences	- Number of students and employers assessing experience - Number of partnerships between schools and employers - Rating of employers - Rating of students	- School boards - Individual schools - Student and employers assessments	✔
Work Experience Program	Provide wages and subsidies	- Average wage per youth - Cost	- First Nations organizations - First Nations	✗
	Job preparation activities	- List of activities - Number of participants by category - Resources involved (financial and human resources)	- First Nations organizations - First Nations	✔,✗
	Recruit employers	- Number of employers recruited - List of types of employers recruited (i.e., band, private, public) by sector - List of steps involved in recruiting employers	- First Nations organizations - First Nations	✔,✗
	Select students	- Number of students recruited - List of steps involved in recruitment/matching process	- First Nations organizations - First Nations	✔,✗
	Counselling and advice	- List of counselling activities - Number of participants per activity by category - Cost	- First Nations organizations - First Nations	✗
Youth Business Program	Liaise with lending institutions	- Number of participants by occupational status - Number of organizations that interact with by type and sector - List of activities - Resources involved in liaising (HR) - Cost	- Organizations administering program	✔,✗

Ongoing Performance Measures, Indicators, and Data Sources				
	Program and Activities	**Results Indicators**	**Data Sources**	**New (✗) Existing (✓)**
	Financial support	- Number of participants assisted - Average amount of funds - Number of loans paid back - Percentage of support provided out of total received - List of other funding sources/amounts - Cost	- Organizations administering program	✓,✗
	Counselling and mentoring	- List of counselling activities - Number of participants per activity by category - Cost	- Organizations administering program	✗

Long -Term Key Indicators

Long-term key indicators are needed to measure the future outcomes of the strategy. At present, efforts focus mainly on enhancing the strategy's programs. Long-term impacts are assessed through a summative evaluation which asks whether the intended outcomes have been realized and whether the process used was the best one. Table 3 identifies proposed key long-term indicators to measure strategy outcomes.

Table 3

Proposed Long-Term Key Indicators		
Expected Long-Term Impacts	**Key Indicators**	**Suggested Primary Data Sources**
Increased graduation rates	Graduation rates of participating and non-participating youth	Local and regional self-evaluations Long-term national evaluation
Facilitated transition from school to work	Rate of participants and non-participants continuing to post-secondary education or employment	Local and regional self-evaluations Long-term national evaluation

Proposed Long-Term Key Indicators		
Expected Long-Term Impacts	**Key Indicators**	**Suggested Primary Data Sources**
Increased youth employment	Participants and non-participants long-term employment or income profile	Local and regional self-evaluations Long-term national evaluation
Relevance of work experience to future employment	Perceptions of youth, employers and First Nations representatives on self-esteem, skills match and satisfaction with programs	Local and regional self-evaluations Long-term national evaluation

Evaluation Issues and Questions

Evaluations and performance measurement are required to meet Treasury Board requirements. Evaluations also help stakeholder groups improve programs and provide an opportunity to share best practices and to suggest alternative ways to meet the strategy's objectives. The eventual evaluation study should address the following four issues:

- is the DIAND Youth Strategy relevant? Is there a continued rationale for such an intervention?
- how effective and efficient have the strategy and its program been at achieving objectives? Are there alternative ways to meet the strategy's objectives?
- what have been the short-term and long-term impacts of the strategy and its programs?
- what lessons learned and best practices have been identified?

Evaluation Measures, Indicators, Data Sources

Table 4 presents an evaluation framework matrix showing the evaluation issues, questions pertaining to each of the issues, and data sources.

Table 4

Evaluation Framework for the DIAND Youth Strategy		
Evaluation Issues and Questions	**Indicators**	**Data Sources**
Strategy Relevance and Rationale		
Is the DIAND Youth Strategy relevant? Is there a continued rationale for such an intervention?	- Aboriginal youth unemployment rate - Job opportunities on-reserve - Education levels - Number of services available to youth	Statistical Review
To what extent have the DIAND Youth Strategy and its programs met its objectives?	- Participation rate of eligible youth - Regional distribution - Number of incremental jobs created - Number of incremental businesses developed - Type of employment created by sector versus students' needs	Management Information Base Statistical Review
What do students do after they have completed the programs and high school?	- Rate of students continuing their education - Drop-out rates/Graduation rates - Employed or continued education	Statistical Review
How satisfied are participants with the strategy's programs? Does their satisfaction vary according to programs or placements?	- Student satisfaction with application process, relations with employers, remuneration, and services offered - Employer satisfaction with students' skills and experience	Survey Program Participants (students and employers)
Strategy Effectiveness And Efficiency		

Evaluation Framework for the DIAND Youth Strategy		
Evaluation Issues and Questions	**Indicators**	**Data Sources**
How effective and efficient have the Strategy and its programs been at achieving its objectives?	- Resources devoted to each program - Cost of programs - Delivery models and mechanisms used - Alternative (more cost-effective) ways to deliver programs	Management Information Base Case Studies Administrative Interviews Stakeholder Interviews
To what extent does each program work with other Aboriginal youth programs? What is the nature of that interaction? Is there any overlap in services offered?	- Number of First Nations programs and resources - List of provincial programs and resources - List of other federal departments and resources - Type of services offered by other programs - Number of participants accessing other programs - Total funds available for First Nations and Inuit youth	Administrative Interviews Stakeholder Interviews Case Studies Management Information Base
What kind of reporting data is being collected? Is this information sufficient to measure the long-term impacts of the programs?	- Percentage of First Nations and regions reporting - Type of data generated - Completeness of management information base information	Administrative Interviews Stakeholder Interviews
What are the strengths and weaknesses of the strategy's programs?	- Strengths - Weaknesses	Case Studies Administrative Interviews Stakeholder Interviews Survey of Program Participants
How can the strategy and its programs be improved? Are there alternative ways to meet the strategy's objectives?	- Suggested improvements - Alternatives forms of delivery	Case Studies Administrative Interviews Stakeholder Interviews
Strategy's Impacts		

Evaluation Framework for the DIAND Youth Strategy		
Evaluation Issues and Questions	**Indicators**	**Data Sources**
What have been the short-term and long-term impacts of the strategy and its programs?	- Increase participation of students in placements/camps - List of basic job skills (i.e., computer, interpersonal, communication) - Greater community appreciation - Increased self-esteem - Recognition of relevance of school to future employment - Increased rate of graduation - Build towards careers - Reduce dependency on income support - Reduce youth unemployment	Administrative Interviews Stakeholder Interviews Case Studies Survey of Program Participants Management Information Base Statistical Review
To what extent have the strategy's programs assisted in making the transition from school to work?	- Skills match - Time to find a job - Reduced reliance on income support - Increased self-esteem - What type of experience is most effective	Survey of Program Participants (students)
To what extent have the strategy's programs influenced Aboriginal youth's career choices?	- What happens to leavers (graduates, employed, pursuing further education) - Type of employment after leaving school - Employment in selected field	Statistical Review Survey of Program Participants (students)
What have been the impacts of the strategy's programs on the community?	- Recruitment facilitated - Increased number of businesses - Community economic development	Survey of Program Participants Case Studies Interviews with Stakeholder Groups

Evaluation Framework for the DIAND Youth Strategy		
Evaluation Issues and Questions	**Indicators**	**Data Sources**
To what extent have partners had an impact on youth programming?	- Increase in number of other youth programs - Increase in partnerships with the private sector - Increase in partnerships at the local level - Increase in partnerships with provincial governments	Administration Interviews Case Studies
Lessons Learned/Best Practices		
What lessons have been learned?	- Lessons learned - Identify what works well and not so well	Stakeholder Interviews Case studies
What best practices can be shared with other communities?	- Identify successful communities - Identify factors of success - Identify external factors influencing the strategy's objective	Stakeholder Interviews Administrative Interviews Case Studies

Potential Methods and Approaches for Future Evaluations

Potential Methodologies

There are a number of key considerations in selecting methodologies to collect data.

- DIAND and First Nations have expressed a desire to keep data collection efforts to a minimum and to not create burden at the local and regional levels deterring from program functions.

- at present, there is some uncertainty about the future of the strategy's programs - will they continue past 1999 or become permanent programs? Regardless of the form or location of future programs, there is a need to have something that managers and evaluators can pick up and keep doing.

- during the initial evaluation study, First Nations expressed a desire to conduct their own studies and to oversee the process at the local and regional level.

- DIAND has expressed a desire to limit data collection costs thereby relying or building on existing data. This means that evaluation methodologies will not include extensive tracking systems and longitudinal surveys unless First Nations or the department wish to collect these data.

- data are in local hands and difficult to retrieve unless First Nations wish to participate in the evaluation. Therefore, First Nations partners need to be part of the evaluation process from the beginning.

- performance measures should conform to TBS requirements and evaluation methodologies have to ensure these information needs are met. First Nations also have information needs (i.e., ensure clients are well served), which also have to be considered.

We propose the following six methodologies be part of the evaluation study:

- analysis of Ongoing Results;
- administration Interviews;
- stakeholder Interviews;
- survey of Participants;
- case Studies; and
- statistical Overview.

Analysis of Ongoing Results

Ongoing results measurement data on activities, relationships, costs, and resources are found outside the department at the local and regional level. First Nations are currently using this information to modify and advance programs as required. The analysis of these data will need to be led by First Nations or at least a regional committee or team made up of representatives from DIAND regional offices and First Nations. DIAND's DAEB should facilitate and provide advice on analyses to First Nations organizations. Another option is to develop a self-evaluation guide. If there is First Nations interest, DAEB or consultants can develop a guide and provide workshops on how to conduct an evaluation. This information will feed directly into a national evaluation.

Administration Interviews

Administration interviews with coordinators at the First Nations and DIAND regional level are intended to provide a more in-depth understanding of how effective the strategy has been. We propose conducting the following interviews:

- coordinators in First Nations organizations implementing the strategy in each region. We estimate that with the renewed strategy there will be at least 20 to 25 coordinators to interview across the regions;

- DIAND regional and headquarters youth coordinators responsible for the strategy, approximately 10 interviews; and

- DIAND management at headquarters, approximately 2 to 3 interviews.

Stakeholder Interviews

During the initial evaluation study, First Nations organizations expressed a desire to be involved in an evaluation of their member communities. First Nations want to obtain information on the communities they serve. First Nations also expressed the need to learn from each other and share information on program practices. This type of interaction is not believed to arise through an external departmental evaluation. Therefore, First Nations organizations, in partnership with DIAND, should be responsible for overseeing stakeholder interviews. We suggest First Nations organizations interview a cross-section of randomly selected First Nations coordinators at the local level in each region. Another option is to conduct group discussions with several coordinators in-person or using teleconference meetings, similar to focus groups to discuss evaluation issues. DAEB evaluators could observe (or listen to) some of the interviews or group sessions.

Survey of Participants

Surveys of program participants should include both youth and employers involved with the strategy's programs. These surveys are intended to assess client satisfaction with the programs and to obtain information on program impacts.

We propose contacting program participants by working in partnership with First Nations organizations and education authorities to obtain assistance from schools that are participating in the Cooperative Education Program. Short surveys administered in the schools will provide a better response rate than trying to reach individuals by telephone or mail.

Schools could distribute a brief survey about the original three strategy programs to elementary and secondary students in September. With the input of First Nations representatives, the survey can be designed for DIAND and First Nations use. For example, the survey could be used during every work term to evaluate continual progress. The survey can build upon current assessment forms that program coordinators already provide students.

First Nations organizations and local communities also assess employers' satisfaction and their relationship with the students. We could send a short survey to employers if First Nations organizations are willing to provide us with lists of contacts. Alternatively, First Nations organizations could survey a sample of employers from each region.

Case Studies

Case studies provide a comprehensive understanding of how programs work at the regional and local level. They also provide an opportunity to examine the linkages and relationships between the strategy's programs and First Nations initiatives or other youth programs offered by other partners. Case studies usually identify lessons learned and best practices that can be shared with other communities. Three to five case studies should be conducted across regions and each should include one to two focus groups with students. First Nations program coordinators can provide valuable assistance in helping to arrange these group discussions. While approaching a community solely to conduct a focus group with students has proven unsuccessful, once a First Nation agrees to participate in a case study they are more willing and positive about evaluators having discussion groups with students.

Statistical Overview

Statistical analysis can be used for two purposes. First, the evaluation can assess whether the situation that led to the strategy has changed over time by examining such data as the Aboriginal Peoples Survey. Have conditions improved for First Nations and Inuit youth? Is there a continued need for the strategy's programs? Second, statistical analysis can be helpful in determining whether the strategy has been effective. For example, one way to assess the strategy's effectiveness is to compare the differences between students that participated in the

strategy and those that did not participate. Ideally, a future evaluation should track what happens to students as they go through secondary education and beyond. Did they graduate? Drop-out? Find employment?

In addition, the Aboriginal Peoples Survey might be used to assess the success of the Work Experience and Youth Business programs. The Statistics Canada data contains information about youth unemployment and businesses created on-reserve. DIAND may also have to rely on other departments such as Industry Canada which will manage the Youth Business Program in certain regions for data on program outcomes.

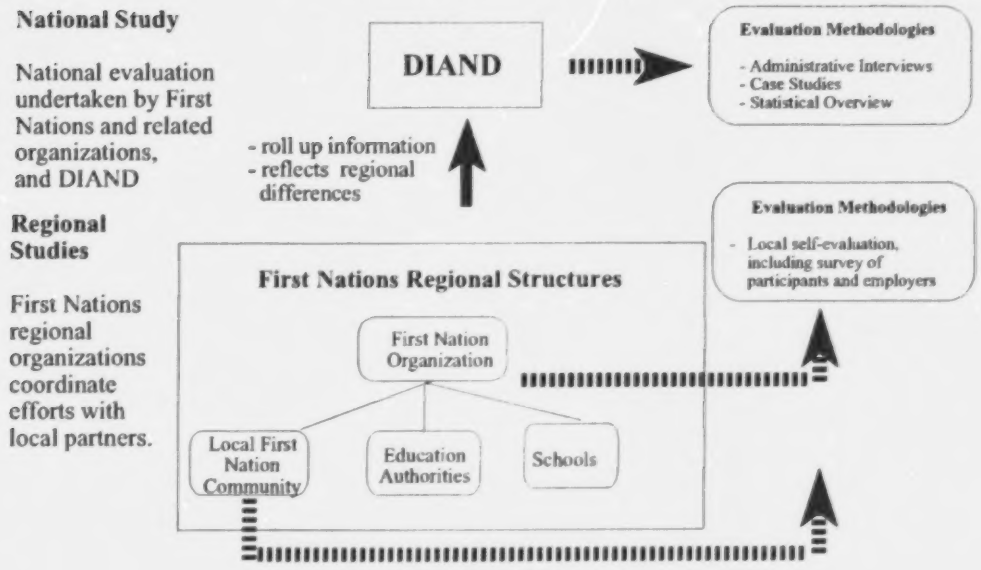
Evaluation Processes

We propose that a decentralized approach comprised of DIAND and First Nations partners working cooperatively to implement the accountability framework outlined in this report. Figure 4 illustrates our suggested approach.

We propose that DIAND manage the national evaluation with representatives from First Nations organizations from across Canada. DIAND will have to consult with First Nations to identify entities that will be part of the national evaluation advisory committee. It is likely that the Assembly of First Nations education committees can provide assistance.

Figure 4

Proposed Approach for Future DIAND Youth Strategy Evaluations



First Nations organizations, working in conjunction with DIAND, will take the lead on the management information base indicators, stakeholder interviews and survey of participants. DIAND will provide assistance and be actively involved in the analysis of the ongoing measures. In addition, DIAND will be responsible for the administrative interviews, case studies and the statistical overview.

Figure 5 illustrates how the partners will be involved and the type of data or the main indicators they will collect.

While the process will be consultative and complete, the more parties involved at the regional and local level the more time needed to implement the performance framework. We propose that DIAND begin the process as soon as possible.

Collection of Indicators by Stakeholder Group and Level

Figure 5

Next Steps

This evaluation framework serves as a guide to identify key indicators derived from program objectives, activities and outputs to measure ongoing and long-term program outcomes. However, for long-term implementation of the framework, we suggest the following steps be undertaken:

1. identify key indicators in consultation with Aboriginal stakeholders.

2. develop a self-evaluation guide that would be used by First Nations and their regional organizations. The self-evaluation guide should be in a format that allows for tracking of students, demographic information about them and long-term outcomes. The guide would incorporate tools such as questionnaires to be used with employers and youth participants.

We recommend that steps 1 and 3 to implement the evaluation framework be designed with Aboriginal stakeholders and that necessary tools be prepared in conjunction with them.

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First Nations and Inuit Summer Student Career Placement Program

First Nations and Inuit Summer Student Career Placement Program

Description

This program provides wage contributions for career-related summer jobs for on-reserve First Nations and Inuit students. The jobs can be created by Inuit communities and businesses or First Nation governments, organizations, and businesses on reserves. The private sector (non-Aboriginal business) located in the community is also a partner in the strategy.

Eligibility and Program Guidelines

Table 1 provides details about eligibility requirements and program guidelines.

Table 1

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Students	On-reserve secondary and post-secondary students, aged 16-30 years, who were registered full-time during the preceding academic year and who plan to return on a full-time basis in the next academic year.	• Private sector employers receive contributions of up to 50% of wages to a maximum of $2.50/hour. • Non-profit sector employers will receive contributions of up to 100% of applicable provincial adult minimum wage. • Non-profit employers may also apply to receive $100/student to cover overhead costs and $3000/student for overhead costs for equipment for disabled students. • Job position must require a minimum of 30 hours per week not to exceed 40 hours. • Employment should be between 6 to 16 consecutive weeks in length. • Program must be gender balanced.
Employers/ Organizations	Private and non-profit First Nations organizations located on-reserves. Non-aboriginal businesses located in First Nations and Inuit communities.	

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Proposals	Eligible employers submit proposals to DIAND or Aboriginal implementing organizations. General criteria used to assess each application include: • ability of job to provide a career-related experience; • potential of job to prepare students for future labour market participation; • benefits to be derived by students; and, • employer contribution towards proposed activities.	

Funding

Funding is based on the number of eligible students in each region. In 1996-1997, the program had a budget of $5,900,000 which has been increased to $8,200,000 annually for 1997-1998 and 1998-1999.

Participation 1996-1997

The following are some details about program participation in 1996-1997:

- a total of 3,768 students participated in the program;
- average age of the participants was between 15-19 years;
- average duration of employment was 4-8 weeks; and
- of those employed, 71% were in high school, while 20% had some post-secondary education and 10% were elementary students.

Logic Model

Table 2 summarizes the program's components from its objectives to it's long-term impacts.

Table 2

First Nations & Inuit Summer Student Career Placement Program Logic Model

Objectives		
Create summer employment opportunities.	To assist students in obtaining career-related work experience.	To prepare students for future entry into the labour market.
Activities		
• Develop and review proposals • Subsidize wages • Recruit students and employers • Program reporting • Employer and student assessments	• Match students with employers • Job preparation activities	• Advice and support for students
Outputs		
• Approved projects • Wage contributions • Summer jobs created • Program reporting forms	• Career related experience	• Increased class attendance • Increased interest in school
Short-term Impacts		
• Students earn wages	• Students gain work experience • Students relate school experiences to employment potential more directly	• Students learn basic skills (i.e., computer, and interpersonal skills) • Increase in class attendance. • Recognition of importance of education to enter labour market. • Increased self esteem.
Long-term Impacts		
• Work experience leads to future employment opportunities	• Increase graduation rate	• Transfer work skills to other jobs • Transition from school to work facilitated.

First Nations and Inuit Science and Technology Summer Camp Program

First Nations and Inuit Science and Technology Summer Camp Program

Description

This program provides first-hand experiences in various science and technology disciplines by supporting summer science camps. The program strives to promote science and technology as an alternative career option for First Nations and Inuit youth who may not have other access to new technology. The program allows schools to develop educational partnerships with universities or to identify science camps within the local community or surrounding area.

Eligibility and Program Guidelines

Table 1

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Students	Aboriginal youth in grades 6-13, living on-reserves, who were registered as full-time students during the preceding academic year.	• Program offers contributions towards tuition costs to attend existing science programs or toward the cost of creating and implementing a new camp. • Camps are to be science-oriented, providing hands-on experience. • Cost approximately $500 per student. • Proposals are to be gender balanced.
Employers/ Organizations	First Nations and Inuit governments, agencies, and organizations.	
Proposals	Funds are provided to First Nations and Inuit organizations to either design and run a science camp or sponsor eligible students to attend existing science and technology camps.	

Funding

Funding for this program is based on the number of eligible students in each region. For 1996-1997, the budget was $800,000 which has been increased in 1997-1998 and 1998-1999 to $1,800,000 annually.

Participation 1996-1997

The following are some details about program participation in 1996-1997:

- there were 2032 students who participated in this summer program.
- the majority of the students were in elementary school and between the ages 12-13 years.

Logic Model

Table 2 summarizes the program's components from its objectives to its long-term impacts.

Table 2

First Nations and Inuit Science and Technology Summer Camp Program Logic Model

Objectives		
To promote science and technology as a career choice.	To provide an opportunity for first-hand experience with various science disciplines.	To expose students to new technology.
Activities		
• Develop and review proposals • Develop or identify science camps • Hire student coordinators	• Allocate camp positions	• Access university computer camps. • Include a technology component in community developed camps.
Outputs		
• Summer camps created • Summer jobs created	• Camp positions allocated	• Knowledge of computers (i.e., Internet)
Short-term Impacts		
• Science and technology promoted as a career choice	• Experience with science • Knowledge of traditional medicines and uses of science • Increased interest in studies	• Exposure to science
Long-term Impacts		
• Pursue science studies throughout high school and post-secondary education • Increased graduation rate		

First Nations Schools Co-Operative Education Program

First Nations Schools Co-Operative Education Program

Description

This program provides funding for proposals from First Nations education authorities to establish, maintain, or expand co-operative education programs for on-reserve First Nations and Inuit youth in band operated or federal schools. The program offers school-based work/study opportunities and is designed to foster partnerships between schools and public and private sector employers for co-operative education work experience.

Eligibility and Program Guidelines

Table 1

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Students	Aboriginal students in grades 7-13 who were attending on-reserve First Nations schools full-time during the preceding academic year.	• Co-Operative program must be based in a First Nations school on-reserve or a school administered under James Bay and Northern Quebec Agreement and Northeastern Quebec Agreement. • Proposals must include work placement activities (hands-on experience in out-of-school work setting) during the school year. These experiences should be linked to academic study and classroom theory. • Include provisions for counselling and supervision of participating students. • Take into consideration respective provincial co-operative education programs and policies. • Include a plan for evaluation. • Obtain support from the community (band council, school committee, and parents committee, etc.).
Employers/ Organizations	Eligible organizations are on-reserve schools, through their administering organizations, and, with respect to the Cree and Inuit, the *Grand Council for the Crees* and the *Kativik Regional Government*. In addition, federal schools and Aboriginal schools administered under the James Bay & Northern Quebec and Northeastern Quebec Agreements.	
Proposals	First Nations and Inuit schools or organizations develop a concept proposal for the program. This consists of an objective statement, identifying community support and resources that could contribute to the program, number of potential students, potential work placement, and estimated costs.	

Funding

Funding for this program is based on the number of students in schools on-reserve. For 1996-1997, the program was allocated $3,200,000 which has been increased to an annual budget of $6,000,000 for 1997-1998 and 1998-1999.

Participation 1996-1997

The following are some details about program participation in 1996-1997:

- there were 879 students, in 114 schools, who participated in the program.
- the majority of participants were high school students between the ages 15-19 years.

Logic Model

Table 2 summarizes the program's components from its objectives to its long-term impacts.

Table 2

First Nations and Inuit Cooperative Education Program Logic Model

Objectives

To establish or enhance existing cooperative education programs.	To combine school-based learning with workplace/community experience.

Activities

• Develop/review proposals • Pre-placement activities • Recruit students and employers • Match students and employers • Develop communication tools	• Develop in-class curriculum • Advice and support to students • Develop links between community and school • Assess student/employer experience

Outputs

• Pre-placements • Implementation plan/program manual • Placements • Student/employer evaluations	• Learning plans • In-class curriculum

Short-term Impacts

• Increase the number of cooperative education programs • Increased appreciation of school • Students gain valuable work experience • Acquisition of new skills	• Partnerships between schools and private/public employers • Combine school based learning with workplace/community experience • Increase in career planning • Increased self-esteem

Long-term Impacts

- Increased rate of high school graduation and subsequent employment among First Nations youth
- Transition from school to work facilitated
- Build towards a future career
- Relevance of school work to employment recognized

First Nations and Inuit Youth Work Experience Program

First Nations and Inuit Youth Work Experience Program

Description

This program was designed to provide wage subsidies to create work experiences for on-reserve First Nations and Inuit youth who are out-of-school and unemployed. It will increase their basic job skills and give them practical work experience that will increase their future employability while enabling them to contribute to their community. This program allows communities and businesses to tailor available resources to meet their specific needs. It is anticipated that they will work in partnership with local businesses and organizations.

Eligibility and Program Guidelines

Table 1 provides details about eligibility requirements and program guidelines.

Funding

Funding for this program is based on the number of eligible youths in the region. For 1997-1998 and 1998-1999, this program has been allocated an annual budget of $6,500,000.

Estimated Participation 1997-1998

The program has been designed to employ up to 400 young people per year.

Table 1

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Students	First Nations and Inuit youths, aged 16-24 years, who have finished school and are unemployed or youth who have not completed high school and are unemployed.	• Participants are to receive minimum wage plus benefits. • Employment period should be between 6-9 months in duration. • Each project must have a community-based project leader. • Each participant will work with a project leader to develop a Learning Plan which will incorporate the work experience program with a longer-term plan for education and/or employment. • At least 4 participants working in teams, individual placements or a combination of the two. • If participants complete the program, they may receive a "next step" voucher (up to $2,000) to move to the next phase of their Learning Plan. • Employers may receive a maximum of $1,500 to make necessary adaptations for disabled youth participation. • Program will cover incremental costs for day care for working parents. • Communities receiving funding agree to provide information to evaluate the program.
Employers/ Organizations	First Nations and Inuit governments and organizations to provide supervised work experiences.	
Proposals	Program is expected to run by June 1997. Proposals to include provision for a community-based project leader to mentor and counsel youth and to support the development of life skills, work skills, and career development. Proposal should also include: - description of the work to be done by the participants; - estimated number of unemployed youths participating; - plan to administer the program; and - detailed budget.	

Logic Model

Table 2 summarizes the program's components from its objectives to its long-term impacts.

Table 2

First Nations and Inuit Youth Work Experience Program Logic Model		
Objectives		
To provide mentored work opportunities for out-of-school and unemployed youth.	To increase long-term prospect of employment for youth.	To provide benefits to the community.
Activities		
• Develop/review proposals • Job preparation activities • Recruit employers • Select students • Counselling and mentoring • Placements	• Long range plan for future personal development • Provide wage subsidies and other financial support	• Liaise with community and employers or organizations
Outputs		
• Placements	• Long range plan • Wages • Learning plan	• Partnerships with employers and organizations
Short-term Impacts		
• Work experience	• Increase employability of youth	• Knowledge of community needs and jobs • Pool of skilled labour for community
Long-term Impacts		
• Future employment opportunities	• Reduce youth unemployment	• Establish links to private and public organizations in community • Reduce dependency on income support

First Nations and Inuit Youth Business Program

First Nations and Inuit Youth Business Program

Description

This is a micro-business program for young people, whether in or out of school, offering mentoring and some financial support to youth interested in learning to create their own employment through entrepreneurship. Lending institutions will offer business opportunity advice and counselling, mentoring and advisory support, and seed capital to explore or develop a business. The seed capital component is *only* offered in combination with mentoring and advisory support.

Partners in the program include First Nations and Inuit Communities, Aboriginal financial institutions, and other organizations offering business mentoring and the Aboriginal Business Canada's Youth Initiative at Industry Canada.

Eligibility and Program Guidelines

Table 1 provides details about eligibility requirements and program guidelines.

Table 1

Overview of Program Eligibility and Guidelines		
Eligibility Requirements		**Program Guidelines**
Students	This program will be geared towards out-of-school unemployed youths (aged 15-30 years); this may be broadened to include youth who are under-employed, attending school part-time, or about to leave school.	• The seed capital includes micro-lending (loans under $3,000). • Small equity-matching conditionally repayable contributions. • Seed capital only offered with monitoring and advisory support. • Program is designed to complement Industry Canada's Aboriginal Business Canada's Youth Initiative (where possible managed by same institution). • Program will cover operating costs for participating institutions (e.g., loan loss reserve to off-set risk, interest and forgivable part of loan, marketing, counselling and operating contribution to cover the actual expense of delivering the program).
Employers/ Organizations	Aboriginally owned lending institutions.	
Proposals	First priority will be given to proposals from Aboriginally owned lending institutions (ACCs, Community Future BDCs, CEDs or others). Proposals from non-Aboriginal lending institutions may be considered if they are required to reach areas of the country not covered by Aboriginal institutions.	

Funding

Funding for this program is based on the number of eligible youths in the region. For 1997-1998 and 1998-1999, this program has been allocated an annual budget of $1,500,000.

Estimated Participation 1997-1998

This program anticipates that up to 800 (over two years) First Nations and Inuit youth will participate in the program.

Logic Model

Table 2 summarizes the program's components from the objectives to the long-term impacts.

Table 2

First Nations & Inuit Youth Business Program Logic Model		
Objectives		
To enable lending institutions to offer youth financial and mentoring support to start their own businesses.	To encourage entrepreneurship.	To increase employability of youth.
Activities		
• Develop/review proposals • Review applications • Liaise with lending institutions • Financial support • Counselling and mentoring	• Advice • Client satisfaction/feedback	• Counselling and mentoring
Outputs		
• Seed money • Business plans • Self-employment opportunities	• Businesses created	• Work experience • Knowledge of business planning and administration
Short-term Impacts		
• Increase in employment • Increase access to other lending programs	• Micro-business development	• Acquisition of new skills • Increased self-esteem and confidence

First Nations & Inuit Youth Business Program Logic Model

Objectives

To enable lending institutions to offer youth financial and mentoring support to start their own businesses.	To encourage entrepreneurship.	To increase employability of youth.

Activities

Long-term Impacts

- Reduced unemployment
- Increased number of businesses in communities leading to economic spin-off effects
- Reduced dependency on income support
- Create other job opportunities for members in the community